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ABSTRACT

This handbook was written for people who want to increase access to social services for children and youth and is intended to assist those who are interested in collaborations, linkages, and networks. It describes a process which can bring about an ongoing working relationship between schools and human service agencies in a community. The process described is based on the experiences and evaluations of two pilot projects--one in a rural and one in an urban setting. Both projects are described in the preface and the appendices of the handbook. Part One of the handbook provides a brief introduction to the process. Parts two, three, and four focus on creating an effective partnership, the collaboration process, and creating a system jointly. Part five concentrates on confidentiality and parental consent, part six looks at funding, and part seven focuses on evaluation. Part eight provides a summary and recommendations. The seven appendices contain: a description of Interagency and School Coordination...A School-Community Process Model; sample invitational letters; sample surveys; sample community agency form; sample forms for teacher referral, parental agreement, and negative consent from parents; an excerpt on obtaining funding; and a resource directory. A bibliography is included. (NB)

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LINKING SCHOOLS & COMMUNITY SERVICES

A PRACTICAL GUIDE

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LINKING SCHOOLS & COMMUNITY SERVICES

A PRACTICAL GUIDE

by
Estelle R. Robinson, *Professor Emerita*
Aleta You Mastny, *Ph.D*

Research and Evaluation Model
by
Rosemarie Kopacsi, *M.S.W.*

Center for Community Education
School of Social Work
Rutgers, The State University of New Jersey

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PREFACE

Estelle R. Robinson, Professor Emerita
Rutgers University, School of Social Work

The Center for Community Education in the School of Social Work of Rutgers, The State University of New Jersey, provides a portion of the public service delineated in the mission of the university, which is the land-grant institution in New Jersey.

The Center is an outgrowth of the Bureau of Community Services, established in 1965, to provide the extension function of the Urban Studies Center, which was organized in 1961 under a Ford Foundation Grant to help the university relate to urban society.

Many organizational changes have taken place at Rutgers University since the 1960s, a period of political action on campuses across the country. The original Bureau of Community Services is now the Center for Community Education in the School of Social Work.

Name changes and university affiliations have not affected the original mission which guides the center today: To provide a bridge between the university and communities seeking solutions to social problems.

Specific functions of the center are to promote awareness of emerging social issues and to mobilize resources to react to them; to provide a variety of technical assistance, organizational leadership, and educational support programs to public and private agencies and community groups involved in social problem solving and public policy development; to encourage and teach the process of networking for interagency communication; to develop model or pilot programs and methods for duplication; and to institutionalize successful models either within or outside the university.

The communities served by the Center for Community Education, Rutgers, are communities of interest as well as communities defined by geography.

In 1979 a community of people concerned with health and welfare issues impacting on the lives of children, youth, and families, were brought together by faculty members of the center. This resulted in conferences, meetings, and seminars organized by the center for the purpose of further identifying and discussing the urgent issues. An advisory committee to the center was formed, composed of interprofessional practitioners representing private and public agencies. This group provided the Rutgers Center for Community Education with ongoing information about the social problems of children and youth in their communities. The data included death rates of adolescents due to accidents and suicide; infant mortality rates; drug and alcohol abuse; juvenile crime; family violence; teen-age pregnancies; rates of school dropout; illiteracy; teen unemployment; hunger; and homelessness. During ten years of the center's activities (1979-1989), which included providing educational resources, technical assistance, and leadership for new initiatives, it became more and more apparent that a comprehensive approach was needed to eliminate fragmentation of services.

Using community development techniques, interagency and interdisciplinary collaborations and networks were developed and sustained by the center. The working definition of a network which formed the basis for the approach is: "A system of cooperation through which diverse groups and individuals are flexibly linked together by a shared focus to exchange information and resources in order to expand their effectiveness." Specifically, the New Jersey Network on Adolescent Pregnancy was organized in 1979 and operates through twenty-one local networks, one in each county of New Jersey. The center provides leadership, resources, technical assistance, and information exchange to the affiliates who work with adolescents who are pregnant or already parents. It remains dynamic and viable in 1989. The New Jersey Network for Family Life Education was organized in 1981 to support an important public policy which mandates family life education in all New Jersey public schools from kindergarten through twelfth grade. It continues to do so by providing resources and technical assistance to schools, social agencies, and the public at large on all aspects of family life education.

Unfortunately, professionalism has not encouraged sharing across disciplinary lines. Networks, however, provide ways of bringing people together through shared concerns while discouraging competition and turf guarding. Networks further address the fact that the multiple problems of children, youth, and families are all interrelated and should not be attacked separately.

Schools remain the key institution for reaching the largest number of children and also offer the chance to reach them early. However, in light of increasing fiscal cutbacks in education and mounting pressures to meet the varied needs of children, the Rutgers faculty, concurring with recent studies throughout the country,

believe it imperative that schools and community social service agencies engage in collaborative partnerships. This thinking led to the conceptualization of a two-year pilot project which was used as the basis for this handbook.

The project, *Linking Schools and Community Services* was initiated in the fall of 1986 with funding provided by the Geraldine R. Dodge Foundation, Morristown, New Jersey; The Fund for New Jersey, East Orange, New Jersey; The Gilder Foundation, New York, New York; The Mary Owen Borden Memorial Foundation, Princeton, New Jersey; and the Amy Scheuer and Saul Z. Cohen Foundation, New York, New York.

The overall goal was to strengthen the ability of public schools to respond to the interrelated social and psychological needs of children through the development of an interagency system to link schools and local human service agencies.

The method for carrying out the goal was to design two pilot programs which in a two-year period would create systems of ongoing cooperative arrangements between two middle schools and the community service agencies in their communities. Each system was designed jointly by school and agency personnel with Rutgers faculty serving as initiators, facilitators, and participant observers. Explicit evaluation procedures were built into the program from the beginning, with the creation of an instrument to evaluate the *process*. Detailed logs were kept and analyzed.

A diligent selection process resulted in the appointment of Aleta You Mastny, Ph.D., as project director, and Rosemarie Kopacsi, M.S.W., as part-time assistant and participant observer. Dr. Mastny's background is in education and Ms. Kopacsi's is in social work providing the project with expertise from the two systems to be brought together.

Criteria were established for the selection of the two school sites. They were: a school in an urban area and another in a rural area; low socioeconomic population; availability of services or agencies in the area; receptivity on the part of the school administrators and other school personnel to help build a system to link schools and agencies to better serve children; receptivity of community service agencies to help build that system; and schools with previous affiliation with community agencies. Selection of the two sites was preceded by many interviews with people in administrative positions in the education system, social agency personnel, teachers, and members of an advisory committee formed to provide input to the project.

The schools selected met the stated criteria. Camden Middle School in Newark, New Jersey, with 800 students in grades 5–8 was chosen as the urban site. Although many of those consulted suggested smaller cities, the decision to select Camden Middle in Newark was cemented when we met the principal, Mrs. Anzella Nelms. Her reputation as an outstanding urban educator impressed us and meeting her confirmed all that we had learned. Receptivity was an important ingredient for the project and she provided it warmly. The school building is old but extremely well kept. The school's motto, first seen as a big banner as you enter the school, says: "You Do Your Best! Camden Middle School Will Do the Rest! All Children Will Learn."

The rural school selected was not only in a different part of the state, the southern part, but a totally different environment. The Woodruff School in the Upper Deerfield Township School District in Cumberland County, New Jersey, has 333 students from grades 6 - 8. The setting is rural and the school is modern in construction. However, Cumberland County ranks second in unemployment within the state and is the most impoverished county in New Jersey. This was reflected in the school population.

The principal, Mr. Sherman DeMill, a known and respected native of the community, provided us with the leadership for cooperation that was needed in a small, rural atmosphere.

The process which took place at both of these sites formed the ideas for this handbook. That process is described in more detail in the Appendix in a paper written by Rosemarie Kopacsi, M.S.W., who carefully tracked activities over the two-year period. The charted results attest to the collaborations which occurred.

We, who formed the teams—Rutgers faculty, school and agency personnel, and the diligent advisory committee described in the acknowledgements, believe that the process can be replicated. It should be tailored to serve the school and community needs where it is tried.

More and more studies, reports, and committees are urging school collaborations with corporations, human service agencies, universities, and nonprofit voluntary groups. The time for action is here. All the children of our country are entitled to an education that will equip them for the technological society in which they live. Getting together is taking the first step in this action.

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Project Staff:

Estelle R. Robinson, Professor Emerita
Rutgers, The State University of New Jersey
Author of Project

Aleta You Mastny, Ph.D.
Project Director
Linking Schools and Community Services

Rosemarie Kopacsi, M.S.W.
Project Assistant

Carol Madej, Secretary

Ann B. Wilson, Manuscript Typist

Editorial assistance was provided by Dorett F. Smith and design and layout by Joanne Shigo, from the Rutgers Office of University Publications.

PART ONE

We are beginning to see students with multiple problems that influence educational achievement. They require services at several community resources. . . . Many of our school districts do not have the services of professionals to provide support services except on a minimal level. Cooperative relationships are most likely to be established when there is specialized personnel to address student needs both within the school and community.

Isadora Hare and Paula Mintzies, *The Human Factor: A Key to Excellence in Education* (1985)

INTRODUCTION

This handbook was written for people who want to increase access to social services for children and youth. It will assist those who are interested in collaborations, linkages, and networks. It describes a process which can bring about an ongoing working relationship between schools and the human service agencies in a community.

Community development practice has shown that no one agency or system alone can effectively address the social issues affecting society today. The collaborative process of social problem solving involves public and private agencies, interested individuals, public officials, and policy makers working together to identify priority needs, explore options and resources, and develop a workable plan of action.

In light of increasing fiscal burdens and mounting pressures that are placed on schools to meet the varied needs of children, it has become imperative that schools and community service agencies engage in a collaborative partnership.

Schools should be free to teach, and all children should have the opportunity to learn. Given the changing make up of the American family, and the additional economic, demographic, and societal pressures that confront today's children and youth, schools cannot be expected to tackle these problems alone.

A cooperative relationship between schools and community service agencies can be beneficial in addressing the multiplicity of social problems that children bring with them to the classroom. Family abuse and neglect, drug and alcohol abuse, teenage pregnancy and parenthood, nutrition and health problems, school dropouts, juvenile crime, depression, and worst of all, teen suicide occur in suburban, urban, and rural school districts.

Educators recognize that children do not learn in a vacuum. The emotional and social well-being of children bears a direct relationship to the progress or retardation of their intellectual development. Schools can be relieved of some of the additional pressures they face in their quest for accountability and the achievement of minimum basic skills by sharing responsibility for these problems with community agencies.

Community agencies are also aware of the multiplicity of social problems which impact on children's lives. They are cognizant of the political, financial, and legal pressures that schools are faced with. The agencies have a number of resources that

can be adapted to the particular philosophy and organizational style of schools.

By subscribing to the concept of mutual interdependence and cooperation, both the schools and agencies can provide assistance to children and youth in a school setting.

Many state departments of education strongly recommend or mandate partnerships between schools and human service agencies and often both governmental and private funding agencies require such collaborations in order to award grants.

Presently there is a national dialogue between business, human service, education, foundation, and parent organizations about the benefits of collaboration between schools and social service agencies. The need to collaborate in order to address the pressures and problems faced by teenagers and families was recognized by New Jersey Department of Human Services Commissioner Drew Altman and Governor Thomas Kean. In late 1986, the School Based Youth Services Program was developed and organized under Assistant Commissioner Edward Tetelman in the Office of Policy and Intergovernmental Affairs of the Department of Human Services. The program is based on the concept that teenagers should be able to receive comprehensive services at one accessible location. That location is the place where the majority of students are located—the school. The program mandated local school district and community agency commitments in order to qualify for a grant. This statewide program is funded at $6 million and is located in twenty-nine school districts, at least one site in each county. During April–December 1988, the School Based program served over 10,000 students. The majority of these services were employment, health, and mental health and family counseling services. The School Based program's initial success has generated national publicity, and many states are developing similar programs. In fact, Iowa recently passed legislation replicating the New Jersey program.

The process described in this text is based on the experiences and evaluations of two pilot projects conducted by the authors—one in a rural and one in an urban setting. Both projects are described in the preface and appendix. The pilot projects were conducted in middle schools which housed grades five through eight. The authors believe that support services provided in the early years of school can prevent some later problems. However, the process model that is suggested for building a school-community partnership is applicable to elementary, middle, and high schools in rural, urban, and suburban areas. Experiences from the state of New Jersey School Based Youth Services Program are also included. Additional information has been collected and analyzed about other collaborative school-agency arrangements. This is also incorporated in the handbook.

It is important to remember as you use this guide that flexibility and adaptability are keys to its success. Obviously, there is no universal set of steps which will apply to all situations. Collaborations and networks develop a dynamic of their own. This handbook will serve as a general guide and a catalyst for starting a communication process in your community. The final outcome will be uniquely yours. Everyone who participates will feel a sense of ownership and pride in a partnership which makes a significant difference in the lives of children, youth, and families.

PART TWO

I do not see any way
that the school task can be achieved without helping
children struggling with feelings and anxieties
that make it difficult for them to focus on the learning task.
Failure to do so often results in school failure,
problems with day-to-day living, mental anguish;
it aggravates, and, in some cases is the cause of mental illness.
The school is the first and most appropriate place
outside the family for the society to help prevent
these undesirable outcomes.

James Comer,
School Power (1980)

CREATING AN EFFECTIVE PARTNERSHIP

Laying the groundwork for an effective partnership involves careful planning, flexibility, and openness to new ideas. Important features include commitment of key players at all levels in schools and community service agencies, identification of key resources within the community, a needs assessment, creating a sense of ownership, and a well-thought-out plan of action for all parties to follow. Questions about turf, differences in professional language, philosophy, and organizational style all point to potential pitfalls that must be addressed in order for a school-community agency partnership to be effective.

Funding need not be a major obstacle to initiating a partnership. The issue of funding becomes part of the planning process and is often resolved by the time a partnership is launched. A commitment of time from both partners is more important than money at the initial stage of creating a partnership.

The Partners

Schools

Schools have sometimes been accused of having formidable barriers to penetrate and have often been described as being "closed." If schools assume a protective stance, it is probably because they are expected to solve almost every social problem that afflicts children and youth. The demand to remediate the social ills of a complex and changing world is coupled with the school's primary task to graduate literate students who are thoroughly prepared to deal with the challenges of modern life.

Schools are also subject to the pressures of local control, so they must be cautious about initiating new approaches. Creative ideas are best carried out when there is effective communication between the different layers of the educational hierarchy. School board members, superintendents, principals, teachers, social workers, counselors, psychologists, nurses, and other support staff within the school in addition to the parents and students, represent the crucial spokes of a well-functioning educational wheel.

Human Service Agencies

Community service agencies may offer multiple services or may devote all their efforts to one issue or a combination of issues. They deal with social problems ranging from child abuse to substance abuse, mental health, adolescent pregnancy, welfare, domestic violence, and health, to name a few. Their mission is to provide services to alleviate the problems of their clients as well as set up prevention programs.

This handbook addresses itself to those agencies which are designated as health and welfare agencies. Often they are involved with and concerned about public policies which affect children and youth.

In general, human service organizations have a hierarchical relationship where power and authority are focused on the upper levels. A number of jobs with child welfare agencies are characterized by low pay at the entry level, modest working conditions, and a high-stress working environment which results in high staff turnover. As a consequence, relationships with directors or managers of such organizations must constantly be developed and nurtured so that continuity and commitment to the partnership are maintained.

In some instances, community-based mental health centers and organizations are funded in part to provide community outreach programs. Current research has documented the need for early intervention and prevention; therefore, a number of community agencies are anxious to form relationships with schools to provide services that would meet the particular needs of the local school community. Social agencies have also recognized the importance of networking with each other in order to provide comprehensive approaches to complex problems.

Undoubtedly, partnerships yield tremendous benefits for all parties concerned, provided sufficient time and commitment are devoted to the planning process. There are no "quick fixes" in dealing with social problems or changed behaviors. Effective partnerships can be sustained only if long-term commitments are made to assist schools in alleviating some of the pressures they face in the education of children and youth.

Who Initiates a Collaboration?

Any person or group of people who are interested in creative approaches to help children and youth can initiate a collaboration. It is most helpful if the initiator remains neutral and speaks the "language" of both the educational communities and human service agencies. The initiator should be familiar with how schools and community service organizations operate.

Schools, like any large bureaucracy, are characterized by a hierarchical relationship with a state board and a department of education at the top, followed by a county superintendent, a local board of education, the district superintendent, and a building principal. Information about the educational structure in your state or locality is available from the state department of education or local school boards.

Knowledge about human service agencies in the community and existing networks, coalitions, and umbrella groups in your area can ease the planning process.

Possible initiators may include, but not be limited to, people from such organizations as the United Way, voluntary service organizations, private corporations, neighborhood citizen groups, non profit community organizations, PTAs, foundations, and colleges and universities.

Initiators can also be one or more people from the school system such as a superintendent, principal, social worker, school nurse, counselor, psychologist, or teacher.

Similarly, collaborations have been initiated by individuals from social agencies who have had some experience working with schools.

The initiator(s) must take great care to nurture a relationship that is based on equality, trust, and mutual respect.

The Facilitator

The person or persons who initiate the collaboration may or may not also assume the role of a facilitator.

The facilitator conducts meetings and is able to bring diverse ideas together and assists the group in working toward mutually identified and achievable goals. Also, facilitator roles may be assumed by different members in the group or a combination of people representing the two different systems to be linked.

The ideal situation is one in which the facilitator is a person from neither the school nor social agency. One advantage of this is that the facilitator is perceived as neutral with no vested interest and performs a bridge function between the schools and community agencies. A small disadvantage of this approach is that it may take a little more time for a person outside the two systems to get to know the key players and to develop trust and acceptance of his or her role in wanting to see the different systems linked.

When a facilitator has agreed to serve, it is imperative that the initiator(s) and facilitator clearly understand the goal of the partnership.

Setting the stage for an effective partnership requires a well-thought-out plan and carefully articulated goals and expectations for all parties who choose to participate in an extremely challenging and worthwhile experience.

A simple goal statement that can be used as a model is described as follows:

> *To link schools and human service agencies in order to provide a process or system which will result in the provision of increased access to social services for children, youth and families.*

This goal may be expanded after the group decides on a more specific objective(s).

During the initial stages of any collaboration, it is natural to experience a high level of anxiety. Meeting and working with people for the first time is always a challenging experience. It is amazing how often communication problems arise when individuals, even those with the best of intentions, are brought together representing different systems and frequently using different professional terms to express similar ideas.

Role of the Facilitator

The most important role of the facilitator is to lay the groundwork for trust to grow as the partnership develops. Openness and informality, the absence of "power plays," and sharing ideas help to create ongoing relationships. A facilitator who immediately makes the group feel that everyone has something to contribute and that everyone will benefit provides an excellent start for the partnership's growth. Once everyone is convinced that there is a common focus and that sharing ideas and information will enhance both schools and community agencies, the partnership will be off to a good start.

Trust and commitment do not develop overnight as they are processes that take time to develop. However, there are some key ingredients that will help to build a foundation of trust and commitment. Facilitators should:

- Teach people to think in new ways about sharing information and resources.
- Set up brainstorming sessions to allow all ideas to flow without worrying about methodology.
- Help relate and tie together various comments, questions, and concerns raised in discussion.
- Be sure everyone is aware of decisions being reached.
- Try to involve the "quiet" people during the meetings.
- Be process- and goal-oriented. Discussions during meetings can often wander to unrelated issues. The facilitator should keep the meetings focused on the objective of the partnership. However, this does not mean sacrificing unexpected networking. An alert and sensitive facilitator understands the fine line between diversionary and ancillary discussion.

- When controversial issues arise, don't be afraid to discuss these issues thoroughly in order to achieve consensus. Rather than pushing things through, take the necessary time to work them out.

Qualities of Facilitators

The success of a partnership will depend a great deal on the skills of the facilitator and the participants in the partnership. Competitiveness and school-agency collaborations are not compatible. The facilitator's ability to recognize the usefulness and importance of sharing with others, across and within systems, is essential if a partnership is to succeed. There are a number of qualities a facilitator should possess that will assist in the collaboration process:

- A positive mental attitude, especially when well-meaning people pronounce failure before the project is given a chance to succeed. Learn from other people's mistakes so that you can avoid making them in your own partnership. your own partnership.
- Strong commitment to the goals of the partnership.
- Ability to listen and reflect on what was presented and integrate several ideas into an inclusive whole. This creates an accepting environment which develops trust and an understanding of how information sharing can be useful to those involved.
- Neutrality is important because if controversial issues arise, it is the responsibility of the facilitator to ensure that all representatives from the systems have the opportunity to express their views in an open atmosphere so that group consensus can be reached. Being sensitive to diverse points of view will require that extreme tact and care are exercised so that the discussion and resolution of conflicts always focuses on the issues rather than on personalities, misperceptions, or stereotypes about how schools or community agencies operate.
- Awareness of what is not being said and how to have it stated. Verbal and nonverbal cues, i.e., a person's tone of voice, bodily gestures, and eye contact help to discern what he or she is really trying to communicate to the group.
- Awareness of when to facilitate and when to participate.
- Ability to "seize the moment." When a discussion has taken place and many views have been heard, someone often makes a statement that clearly defines the next step to be taken. The facilitator who is carefully listening will seize the opportunity to repeat the suggestion, obtain consensus on it, and conclude the discussion summarized by the suggestion. There is a fine line between allowing free discussion and *sensing* the right time to bring it to resolution. It is important to note that people who are active participators want to act at the appropriate time.
- Good interpersonal communication skills, in order to work through the complex web of human relationships. The ability to communicate with people from all walks of life is an asset. Good interpersonal skills are based on the premise that all people should be treated with respect regardless of race, sex, age, or socio-economic background. Positive interpersonal relationships also rest on the assumption that there is something to be learned from everyone provided we take the time and make the effort to genuinely listen to what a person has to say.

Factors Which Inhibit Collaborations

- Competitiveness.
- Dominating rather than shared leadership which discourages group decision making.
- Inflexibility in scheduling meetings and activities.
- Lack of understanding about how schools and community agencies operate.
- Hidden agenda for personal advancement.

- Cynicism about the advantages of information sharing.
- Time constraints and pressure to "push things through" without giving adequate time for discussion and to work through conflicts.
- More emphasis on talking than listening.
- Preferring to do things alone rather than spending time *negotiating* with others.
- Closed participation; only a select few invited to participate.
- Prescribing actions for a partnership from the top down rather than taking the necessary time to plan, involve, and encourage the key decision making to come from the participants at the local grassroots level.

A Tip for the Facilitator: *Keep a Journal*

It might be helpful if the facilitator kept a journal. Tracking the process of partnership development is an efficient way of documenting the multiple interactions that take place as a partnership moves through its various stages of development. Also, a journal may serve as a tool to analyze, compare, or determine the progress made through each interaction or overall progress.

When the initiators have identified a facilitator and this small group is clear on the objective(s) of the collaboration, an important first step has been completed and the real work of building the collaboration can proceed.

PART THREE

Public-private partnership is a continuous process, requiring a stable network of interpersonal relationships developed over a considerable period of time. . . .

Katherine Lyall in
Public-Private Partnership in American Cities · Seven Case Studies (1982)

THE COLLABORATION PROCESS

The collaboration process is a challenging experience because it involves weaving through a myriad of interpersonal relationships. Many partnerships that do succeed, do so with the understanding that in the interconnection of fragile human relationships, each linkage developed is crucial to the development of the whole.

It is important to emphasize that both the educational and community agency systems are working toward the same goal, i.e., to help children and youth. The expertise each system brings to the partnership should be acknowledged. Through mutual respect and effective communication, both systems can work together in developing a comprehensive program for children and young adults. A working dialogue can exist which allows schools and community agencies to provide complementary services to children, youth, and families.

All participants who engage in a partnership must be willing to share power, responsibilities, and leadership. Participants must feel that there is an egalitarian relationship as they make decisions that are based on group consensus.

Sufficient time should be spent in the planning stage to work through significant differences in philosophies and methods of implementation. Avoid rigid time constraints and remember to be process- as well as goal-oriented.

Action Steps for Initiators from Human Service Sector

Step 1 Contacting Human Service Agencies
Interagency cooperation and networking are essential in order to initiate a partnership which brings comprehensive services to the schools.

If the initiator is from a human service agency, no doubt he/she will be knowledgeable about umbrella-type agencies and networks which exist in the community.

A good starting point to network with community agencies is to contact the coordinator of the Human Services Advisory Council, United Way, or a similar group in your area. Such a council consists of a consortium of community agencies and community-based organizations which meet on a regular basis to plan and allocate human services.

Youth Services Commissions or the like are other coordinating bodies that have a broad representation of organizations which provide services to at-risk youth. Many of these organizations recognize that school personnel know the needs of children and youth better than anyone else and are inter-

ested in working cooperatively with schools. Representatives from local community agencies should include but not be limited to the following organizations:

- A Division of Youth and Family Services (local unit of state agency).
- A Welfare Agency (local unit of state or county agency).
- A Community Mental Health Center.
- A Child Guidance Counseling Center.
- A Probation Department.
- A Planned Parenthood or Family Planning Center.
- Drug and Alcohol Counseling Agencies, both public and private.
- The Children's and Adolescent Unit of the local hospital(s).
- Human Services Advisory Council Coordinator.

Step 2 Schedule an Exploratory Meeting with Community Agencies

In order to explore the possibility of the community agency's interest in working with schools, an exploratory meeting with several community agencies should be scheduled. A sample of an invitational letter to community agencies is included in the appendix. At this meeting, inquiries can be made about which specific agencies might be interested in working with schools, and what specific kinds of services might be available to children and youth. This meeting could be organized with the assistance of the coordinator for the Human Services Advisory Council or any umbrella agency within the local community.

After securing preliminary interest on the part of a number of community agencies to work with schools, the next step involves contacting key representatives from the educational system.

Step 3 Start at the Top—Early Exploration

After an exploratory meeting with community agencies, one or two initiators from the agencies can begin the follow-up process. Write a letter to the county superintendent or whoever is the highest educational administrator with jurisdiction for a locality. In this letter, express your interest in wanting to explore the possibility of developing a partnership between the school system and community agencies. Be specific in your request:

- State the goal, i.e., "To link schools and human service agencies in order to provide a process or system which will result in the provision of increased access to social services for children, youth, and families."
- Request an exploratory meeting to discuss the goal.
- Indicate that the process or system will be developed jointly at planning meetings.
- Specify interest in working with an elementary, middle, or high school.
- Request assistance in identification of potential school sites where partnership development can be explored with the principal.
- Indicate that the exploratory meeting does not commit them in any way.
- Conclude your letter with plans to follow up with a telephone call to schedule a meeting to discuss the ideas in the letter (see appendix for sample letter).

Step 4 Exploratory Meeting with the County Superintendent

Approximately two weeks after the letter has been sent out, contact the county superintendent (or counterpart in your area) by telephone to determine if he/she has a favorable reaction to your letter. The authors assume that this is so. At this time schedule a meeting to further discuss the possibility for a partnership.

The initiators representing the agencies will visit the county superintendent or counterpart. When meeting the county superintendent, reiterate your

interest in wanting to develop a school-community agency partnership. Describe what you mean by partnership and restate the goal and all other points made in the letter. Ask if he/she could recommend any schools that might be interested in developing such a partnership. It is possible that before this meeting the official may have already circulated your letter among district superintendents or other administrators, and together they may have some suggested ideas. Most likely more time will be needed to respond to your request. Try to agree on a time line for the response limited to no more than two or three weeks. It is important to keep the idea current.

In lieu of the above meeting the county superintendent may have you contact a district superintendent directly. It is also possible that he/she may have already communicated with a district superintendent who, in turn, may suggest that you speak with several principals and visit several schools in the district.

Taking the lead from the recommendations of the highest administrator in a locality will greatly expedite the process while following correct organizational procedure. This person has a good sense of what is happening in the district and will lead you to schools that might be receptive to a school-community agency partnership.

Step 5 The District Superintendent

If the county superintendent has identified a district superintendent you are at the next step.

Write a letter similar to the one sent to the county superintendent and indicate that the referral was made by him/her. Describe the goal of the partnership and the need to find a school or schools which might be appropriate. Indicate the age group that you would be interested in working with. Stress the exploratory nature of your request and that a meeting in no way commits him/her to any further action. Send a copy of this letter to the official who referred you to this person (see appendix for sample letter).

In approximately two weeks, follow up the letter with a telephone call to make an appointment. By the time you contact the district superintendent, he/she may have already talked to a school principal or principals and may suggest a meeting at his/her office which includes several principals. Be sure to inquire about when it would be appropriate and who should contact the local school board regarding the exploratory meetings.

The agenda for this meeting is a repetition of the one with the county superintendent or the highest educational administrator in the locality. The superintendent may have invited all those considered appropriate to this meeting. If not, it may be suggested that further meetings include a designated school board member. The meeting should end with an agreement for further exploration with the suggested school principal(s). However, another meeting may be required before this happens. You're on your way to the next step.

Step 6 The School Principal

A copy of the letter sent to the district superintendent should be sent along with a cover letter to the school principal indicating that you would like to further explore the idea for a partnership with him/her. Request a meeting for this. Follow up your letter with a telephone call to set up the meeting, if the district superintendent has not already done this on your behalf.

Again, in your initial telephone conversation with the principal(s), it is important to stress that you are exploring the possibility of developing a partnership and, at the recommendation of the county and district superintendent, his/her school has been suggested as a potential site for the development of such a partnership.

Stressing the exploratory nature of the meeting should help to alleviate any pressure that the principal might be experiencing to get involved in something that his/her superiors may want, but in

fact the principal may not desire for the school. This should also send a clear message to the principal that you believe a meaningful partnership can only develop if the principal wholeheartedly supports the concept.

When meeting the school principal for the first time, there are several points to keep in mind:

- This meeting is an important opportunity for the school principal and the initiators to see if some rapport can be established between the key people in a school-community agency partnership.
- The school principal is one of the most critical links in the partnership chain. If you do not have the commitment and support of this individual, the partnership will have difficulty getting off the ground.

When exploring the possibility of developing a partnership, there are several points that should be emphasized at the meeting:

- The positive contributions that the school has been making to the education of children and youth.
- The exploratory nature of the meeting is to investigate the possibility of linking community services with the school to increase access to social services for children, youth, and families.
- An empathic and stated understanding of the tremendous responsibilities that schools have been asked to deal with in the education of children and youth.
- Community services and resources will not substitute what the schools are presently accomplishing. Nor is the goal to eliminate jobs that the school staff is presently performing. Rather, community services will *supplement* or *complement* services that the school already provides to meet the special social needs of children, youth, and families. Great care must be taken to emphasize this point.
- The process of linking will be worked out jointly by the partners in the collaboration.
- Planning for such a partnership will involve regularly scheduled meetings with key representatives from the school staff and community social agencies to plan, design, and implement the partnership.

The last three items on this list are particularly important to emphasize to the principal and the school staff (if any members are present) so that there is a clear sense that there are no hidden agendas in bringing community services to the school.

It is important to understand that when there are budgetary cutbacks in a school district, support services are invariably one of the first areas that is affected. Great care must be taken to communicate to all levels of the educational hierarchy, and especially to the child study team (psychologist, social worker, speech therapist, learning disabilities specialist) and other members of the school support staff, that community services are not designed to replace or take over the responsibilities of the school. Rather, community services will help to alleviate some of the pressures that the support staff is experiencing and will supplement some of the services that they are asked to handle. A working partnership between systems and team effort must continually be emphasized. Again, schools must feel that they are integrally involved in the planning process in order to avoid turf problems and allow a partnership to take root.

If the principal has already arranged for members of his school staff to be present at this meeting, this will be very helpful and will save you an extra step. If not, then proceed to Step 7.

Step 7 Meeting Representatives from the School

If the principal has not already arranged for you to meet with people that he/she identifies from the school, it is important that you do so before any commitments are made. The identified school staff need to feel that they are actively involved in the

decision making process and should be invited to share their views regarding the need for a partnership.

Listed below are some key people from the school who should be invited to the exploratory meeting to elicit their views about the possibility of developing a partnership. This list is by no means exhaustive:

- Principal
- Nurse
- Social Worker
- Counselor
- Psychologist
- Selected Classroom Teacher
- Family Life Teacher
- Student Representative (age appropriate)
- Playground Aide
- Security Guards
- Director of Community Education (if such a program exists in the school district)
- Parent representative

The exploratory meeting should focus on the following areas:

- Restate the goal.
- Investigate the possibility of linking services with the school to create access to social services for children, youth, and families.
- Reiterate that community resources will supplement the services that the school is providing and is not designed to eliminate or replace existing jobs of the school staff.
- Ask the school staff to identify social service needs of the children and youth in their school.
- Identify resources that community social agencies can provide to assist the school with the social problems that children and youth bring with them to the classroom.
- Emphasize the expertise that both education and human service agencies can offer to each other.
- If there appears to be a willingness to work together and a mutual recognition of the expertise of both systems, the school staff and the initiators might then suggest that the next meeting may include additional community agency representatives to participate in the partnership.
- Close with a consensus that the schools and community agencies would be willing to work together to provide services to children, youth, and families.
- Schedule the next meeting to build upon what was discussed and identify additional resources within the community to address the identified needs.

Step 8 Contact the District Superintendent

Following your favorable meeting with the principal and the school staff, contact the district superintendent again to indicate that a consensus has been reached to go ahead with developing a school-community agency partnership with a particular school or schools. Ask the superintendent about official approval by the school board to support the partnership. This will legitimize the collaboration. This will also serve to create a sense of local control and ownership at the project's inception.

Action Steps for Initiators from within the School

Steps 1 and 2 from the preceding pages are still applicable. The initiator(s) from within the school structure may have had positive experiences with one or two community social service agencies. Those agencies can provide a good starting point as allies in calling together other agencies to explore the collaborative idea.

Steps 3-8 can be followed as they apply. If the initiator from the school holds any of the described positions, he or she will know exactly how to proceed. Others in the school system will no doubt follow a path which is most acceptable in that district.

You have completed the first steps of the planning process and are now on your way to developing an exciting partnership.

PART FOUR

. . . the movement to make comprehensive health, social and family services accessible to school populations is very strong. The drive toward more coordinated, linked services, with schools as the central focus, is propelled by new, large-scale youth-at-risk initiatives sponsored by states and foundations. Further, a consensus is forming around the concept that disadvantaged high-risk children need access to better health care in order to succeed in school.

Joy G. Dryfoos,
Family Planning Perspectives
(July/August 1988)

CREATING A SYSTEM JOINTLY

Planning Committee

At this point the facilitator, described in part two of this handbook, takes the leadership.

A planning committee composed of key people from the school and representatives of a variety of social agencies should be formed by the initiator and facilitator. An ideal number is ten to twelve but if the committee becomes larger, that only indicates enlarged interest and should not be discouraged.

The committee now has the responsibility of carrying out the stated goal through a planning process *which can take as long as one academic year.*

Letters of invitation to the organizational meeting should include as much information as possible and be similar to the invitational letters sent to the principal, and county and district superintendents. The letter can be signed by the school principal and a representative from the community agency (see the appendix for a sample of such a letter).

The key people who should be invited to be on the planning committee are those personnel who attended the exploratory meeting.

A suggested agenda for this meeting is:

- Clear statement of goal(s).
- Clear statement of the planning process to create a system for linking.
- Brainstorming around pupils' support service needs.
- Brainstorming to identify services which may be provided.
- Agreement on goal and commitment to work on creating system to have needs met by services.
- Schedule for future monthly meetings.

Joint Planning through Regularly Scheduled Meetings

Monthly meetings should take place during the academic year at the school site. Holding the meetings at the school is often expedient since schools must function within a particular time frame. Schools also experience a variety of pressures involving reporting, testing, and accountability so great care must be taken to adapt to the school's schedule.

While working together, community organizations and schools should make an effort to be sensitive to the rules and regulations which govern

school policy and the operating procedures of social agencies.

Coordination and Recording of Meetings

A decision should be made early in the planning process to set up some kind of mechanism for sending out notices of meetings and recording and disseminating meeting minutes. For these purposes, individuals could be assigned on a rotational basis or the responsibility may become that of the facilitator or his/her assistant. The careful recording of meeting minutes is important in order to clearly communicate key ideas that have been discussed and document resolution of differences and other important actions taken during the process of partnership planning.

It is not always possible for everyone on the planning committee to attend all the meetings, so minutes should always be sent to all members. Ideally, copies of the minutes should also be sent to interested administrators from the educational system and representatives of other community agencies in your local area. Keeping everyone informed about how the partnership is developing will accomplish a great deal to keep communication channels open.

With a preplanned agenda, each meeting may be approximately two hours long. Monthly meetings should be an opportunity to build on what was previously discussed, and to move from a goal setting stage to an action or implementation stage.

The Planning Process

(Approximately One Academic Year)

Planning a partnership is a fluid process that requires a great deal of flexibility. Listed below are some suggestions to follow as a partnership moves through its various stages of development.

- Keep communication channels open at all levels of the educational and community agency hierarchy.
- Build a network of supporters by involving key people from all levels of the school and the community.
- When commitments are made, be sure that people follow through with responsibilities and designated tasks.
- Pay attention to details, i.e., careful recording and dissemination of meeting minutes, letters of confirmation, meeting reminders, and follow-up telephone calls.
- Be clear on what the goals of the partnership are and the responsibilities that each team player has in achieving those goals.

During the planning phase, the facilitator should keep the planning committee focused on:

- What is best for children and youth?
- What will benefit students and their families in assisting them to better utilize community services?
- What resources might community service agencies provide to alleviate some of the tremendous pressures that schools experience when dealing with the social problems of children and youth?

As previously stated, the planning process should take approximately one academic year. Remember, taking time to plan is one way to ensure a strong linkage.

Needs Assessment

To build on the brainstorming around needs at the initial meeting, a needs assessment is the first order of business. As the planning committee identifies needs and resources within the community, it is important to keep the meetings open to those agencies offering specific services which respond to these needs and are interested in participating in the partnership.

A number of resources already exist within the community which include community outreach and education or prevention programs that might

be appropriate to the needs of the school. If those agencies involved suggest others which can provide additional resources, inviting these agencies to participate in the partnership will greatly expand the resources that will be available to children, youth, and families.

The needs assessment should extend beyond the planning committee to include surveys of parents, students, and teachers.

Particularly important as a means to educate and elicit feedback from the parents will be the surveys that you send out to the community. Gathering this information during the initial planning stages is beneficial because it will educate parents about your school-community services collaboration in addition to eliciting their views about social problems and strategies for partnership development.

When dealing with socially sensitive issues such as adolescent pregnancy and AIDS education, parents can become powerful allies or vocal adversaries. Great care must be taken to foster a cooperative and open relationship at the beginning of a partnership so that the views of the community are taken into consideration before specific activities are planned for children, youth, and the community at large. Samples of surveys can be found in the appendix of this handbook.

Special attention to writing the surveys and deciding how they will be disseminated is a process that should involve all the members of the planning committee.

If the planning committee becomes too large, consisting of fifteen or more people, efforts can be made to divide the group into task forces with a balanced representation of school and community agency representatives within each task force. A sample of identified generic needs around which task forces may be formed can include the following:

- Medical/Health
  Adolescent pregnancy
  Child abuse (detection and prevention)
  Alcohol and drug abuse (detection and prevention)
  General medical, health, and dental care
  Nutrition education
  Hunger
- General Family Social Services
  Parent education
  Financial aid
  Welfare
  Family violence
  Foster care
- Mental Health
  Counseling for children, youth, and families
  Suicide prevention programs
- Housing and Emergency Needs
  Low income public housing
  Emergency housing
  Food
  Clothing
- Transportation
  For displaced children and families to attend school and get medical and social services
- Cultural and Social Enrichment

Allow at least four to five meetings to work through identification of needs and the development of different surveys. Getting people involved on a common task at the beginning of the partnership will enhance the group's ability to work toward a common goal and will also serve to break down some of the institutional barriers. Working on the surveys together will also assist the group in developing a "common language." Remember, building slowly helps to form a strong foundation.

Details involving typing up the surveys, the process of dissemination, collection of survey results, and summarizing the data should be thought through carefully. Perhaps there might be volunteers from the group who could assume different responsibilities so that there is no one person who is overburdened with performing these tasks. Nonetheless, it is important to allow sufficient time for the surveys to be developed, disseminated, collected, and summarized. The facilitator's skills in encouraging others to assume responsibility will come into play here.

Evaluation of Needs Assessment Results

The results from the needs assessment will provide the planning committee with a rich source of information obtained from a broad representation of people. This information will help while preparing the next steps for partnership development.

Don't be discouraged if the needs that are identified by the community appear to be greater than envisioned at the start. There may clearly be some needs that would be difficult for the committee to deal with and may require long-term solutions. Housing, for example, is one such need that requires a broader coalition than that of schools and community services.

However, prioritizing the needs and deciding on what can immediately be accomplished will help to move the group from a planning to an action stage.

Community Agency Survey

Equally important in identifying the needs of the community is the identification of what services and resources might be available through community agencies in your area. The agencies already committed form the basic core. As the needs within the community are identified, a survey can concurrently be sent out to community agencies in your locality with a cover letter signed by the facilitator, a community agency representative, and the school principal (see appendix for sample survey).

Although not all community agencies that you contact may be willing to work with a school, the information that you collect in your survey will help to identify what resources and services are available to the community at large. This information can be collected and summarized as a resource directory for the school system.

A United Way or community agency directory may also be available to the school system. In spite of information sharing across agencies, all school personnel may not be aware of what community services exist in their locality and would welcome the opportunity to tap into those resources.

As additional community resources are identified, efforts should be made to invite representatives from these agencies to attend some of the planning committee meetings to connect some of their services with the partnership.

Actions Based on Needs

Based upon the identification of needs and the availability of services, it is now time for designing responses. Be as creative as possible. The important thing to remember is that the ideas should emerge from the planning committee and the identified needs of the local population.

Continue to remind the planning committee of the mutually agreed upon goal, i.e., to establish a system, process or programs that result in increased human services to the pupils and their families.

In some cases, a good start is provision of programs or activities in the school presented by the agencies. This is probably something that has already been done on a limited basis. For instance, auditorium programs about alcohol and drug abuse presented by agencies concerned with these issues are very commonplace in many schools.

An agency presentation can be viewed as an initial cooperative venture but not an ongoing linkage or provision of services.

Cooperative Activities or Programs
An Initial Phase

The following are ideas for such initial ventures which require little or no funding:

Community Agencies Meet Parents

At a school special event such as a play, concert, or bazaar, community agencies can be invited to set up tables to answer questions about services, distribute informational brochures, and create a friendly atmosphere for parents who are unfamiliar with their work.

Substance and Alcohol Abuse
An in-service workshop can be presented to faculty and staff dealing with current issues surrounding adolescent alcohol and drug abuse presented by representatives from a drug treatment center.

A substance abuse student assembly may be planned and organized by representatives from one or two drug treatment centers and the sheriff's office to provide information on law enforcement and substance abuse.

Similar programs for parents can be planned.

Family Life Education and Adolescent Pregnancy
A faculty in-service workshop on issues surrounding family life education and adolescent pregnancy may be presented by a Planned Parenthood or other appropriate agency.

A workshop on family life education, AIDS, and adolescent pregnancy can be presented to the P.T.A.

Suicide Prevention
A P.T.A. workshop on suicide prevention might be sponsored by a mental health center and other appropriate agencies.

A mental health agency could offer a faculty in-service workshop on the warning signs and risk factors for depression in adolescents. This occasion might also be a good opportunity for the school social worker to discuss policy and procedures for suicide crisis intervention for the school district.

Health, Nutrition, and Health Occupations
A health fair may be sponsored for parents and students where community agencies can pass out informational brochures about their services. Representatives could also talk to students about different occupations in the health field.

Child and Institutional Abuse
A faculty in-service workshop on child and institutional abuse and reporting procedures can be presented by the Division of Youth and Family Services or the appropriate child protection agency.

Meetings with parents or the P.T.A. could also be scheduled around such issues as family violence or single parent families.

Additional Linkages

- Teacher in-service workshops could be provided by a hospital representative or pediatrician on adolescent growth and development.
- A family service agency might provide a faculty and staff in-service workshop on emergency services for families.
- A wallet size directory or booklet of community services that are available to children and families in the area could be developed.
- Community education programs in the school district can offer classes taught by community agency representatives on self-esteem, parenting skills, coping with adolescents, or any number of topics depending upon the needs of the community and the resources that are available.

Activities such as these can take place during the planning year and will be instrumental in building trust, understanding, and commitment between the educational and community agency systems.

Creating Lasting Linkages

Achieving the ultimate goal of creating lasting linkages should be clearly envisioned by the end of the academic year. The following are ideas for ongoing partnerships:

- The school assigns someone (social worker, nurse, special education teacher, or an assistant principal) to be the liaison person who serves as the link to a number of agencies. This contact person acts as an information and referral agent to the other agencies involved. This is a one-to-one design in which the liaison person strengthens the linkage through continuous communication. This model usually includes the development of a resource directory or list which needs constant updating.
- On-site counseling services provided to children who have a history of underachieving, truancy, grade retention, and behavioral and academic problems. The development of social problem-solving skills through group counseling could be emphasized. The provision of this service by one

or two of the agencies in the partnership can be designed through planning meetings or may develop from a direct relationship between the school principal and agency personnel. If on-site counseling services are offered at the school, parental consent must be obtained. Part of the planning process should include the design of parent permission forms and discussion about the best methods for distribution.

- On-site counseling services provided to children and families for alcohol and drug-related problems. The provision of this service can be designed as suggested above.
- The Department of Health and Welfare, the Division of Youth and Family Services, or other child protection agencies may release agency workers on a rotating basis to serve as contact and resource persons to schools and parents to discuss family problems or case management services for a particular family with confidentiality ensured.
- A family service agency could provide family crisis counseling services at the school site.
- Local hospitals could provide primary care, prevention programs, health education, early periodic screening, and diagnostic testing services to clients. A candy striper's program could also be offered through the local hospital.

Comprehensive Services at School Sites

School Based Youth Services Program

The School Based Youth Services Program, developed by the New Jersey Department of Human Services, is an example of the nation's first statewide school-based comprehensive service program for teenagers initiated by a state agency. There are twenty-nine school-based centers that are funded by a $6 million budget allocation. These are nonprofit public agencies and schools which, under the Department of Human Services guidelines, developed local comprehensive programs that link the education and human services systems together. The goal of the School Based Youth Services Program is to provide "adolescents, especially those with problems, with the opportunity to complete their education, to obtain skills that lead to employment or additional education, and to lead a mentally and physically healthy and drug-free life."

Beyond providing mental health and family counseling, health services, substance abuse programs, and employment services at a single site, each program is encouraged to meet the particular needs of the local community. Each site offers an array of core services which include:

- employment counseling, training and placement;
- summer and part-time job development;
- drug and alcohol abuse counseling;
- family crisis counseling;
- mental health counseling;
- primary and preventive health services;
- recreation; and
- referrals to health and social services.

In addition, many sites offer day care, teen parenting education, special vocational programs, family planning, transportation, academic assistance, and hotlines. Parental consent is required to administer school-based youth services. For details about this state-sponsored program write to: Edward H. Tetelman, Assistant Commissioner for Intergovernmental Affairs, Department of Human Services, Capital Place One, 222 South Warren Street, Trenton, New Jersey 08625, 609/292-1618.

School-Based Health Clinics

One of the oldest and well-tested comprehensive approaches to provision of services to school-aged children is the school-based health clinic. These clinics are growing in increasing numbers around the country. Their goal is to "improve the overall physical and emotional health of adolescents and to provide young people with the reliable medical services to which they are entitled."

School-based clinics are as the name describes: actual clinics situated within or very near to the school or schools they serve. Many provide social services such as family counseling and job counseling as well as medical services.

The Support Center for School-Based Clinics was organized to provide technical assistance to people who want to develop clinics in their communities. They have written a detailed guide for implementing programs. If your planning process concludes with the decision to initiate such a clinic, the support center should be your first resource. For further information contact: Sharon Lovick, Director, The Support Center for School-Based Clinics, 5650 Kirby Drive, Suite 242, Houston, Texas 77005, 713/664-7400.

The Academy for Educational Development School and Community Services Division

Established in 1977 to provide assistance to elementary and secondary schools, the Division of School and Community Services of the Academy for Educational Development has a strong commitment to excellence and equity in education and to developing links between schools and community agencies that increase educational developmental opportunities for at-risk youth across the United States. Staff and consultants have extensive experience working with large urban school systems, community organizations, and foundations and other funding agencies on programs that address critical educational issues such as dropout prevention, adolescent pregnancy and parenting, literacy, and youth employment and training in twenty-five states and over seventy-five cities.

With grants from the Carnegie Corporation and Ford Foundation, the Division of School and Community Services designed and implemented the Urban Middle Schools Adolescent Pregnancy Prevention Program (UMSAPPP) to assist selected school systems to develop collaborative programs with community agencies. These programs link pregnancy prevention with school efforts to improve the health, academic and decision-making skills, and self-esteem of adolescents. School districts involved in these school-community collaborations are located in Atlanta, Boston, Detroit, Kansas City-Missouri, Los Angeles, Milwaukee, Norfolk, and Oakland. For further information contact: Michele Cahill, Director, The Academy of Educational Development, Division of School and Community Services, 100 Fifth Avenue, New York, New York 10011, 212/243-1110.

Cities in Schools

Cities in Schools, Inc. is a national leader in promoting and facilitating the coordinated delivery of existing health, social, education, and other support services at educational sites for the benefit of at-risk youth and their families. These services are delivered in a personal and accountable manner.

The mission of Cities in Schools is to develop public/private partnerships designed to connect appropriate human services with at-risk youth in addressing such critical issues as school attendance, literacy, job preparedness, teen pregnancy, drug and alcohol abuse, teen suicide, and school violence.

For further information contact: William Milliken, President, Cities in Schools, 1023 Fifteenth Street, N.W., Suite 600, Washington, D.C. 20005, 202/861-0230.

Summary

These are just some of the different kinds of services that can be offered through your school when you choose to develop partnerships with community and health service agencies.

Tap the resources that already exist within your community and you will be amazed at the variety of partnerships that can develop. The idea is not to duplicate existing services but to use them by making them more accessible. Hard work, cooperation, commitment, and ingenuity will go a long way in partnership development.

PART FIVE

The worker meeting individually with people in a multiperson system such as a family, school, or another social agency, must also clarify what information will be reported to other members of the system. In addition to discussing his own and his agency's policies about release of information, the worker should clarify in which areas the other system has the right or responsibility to determine if the information should be released.

Allen Pincus and Anne Minahan, *Social Work Practice: Model and Method* (1973)

CONFIDENTIALITY AND PARENTAL CONSENT

The issue of confidentiality is a challenging but not insurmountable problem to overcome when different systems begin to work collaboratively.

A major obstacle that exists in forming cooperative relationships between schools and community service agencies is the issue of confidentiality. Specifically, school personnel who have made referrals to social agencies often do not get any feedback on the basis of confidentiality. This delicate issue can be overcome during the initial building stages of the collaboration process. It has to be recognized as an issue to be resolved.

Another aspect of confidentiality is the need for students to believe that they can freely share confidential information with teachers or social agency workers.

Obviously, there are no clear-cut solutions for resolving these issues, but they must be dealt with early in the planning process.

Schools and community service agencies may have different philosophies in dealing with the issue of confidentiality. Therefore, it is important that the planning committee communicate and work through an amicable agreement so that neither the regulations nor the professional code of ethics for either system are jeopardized. To clarify what those regulations are, consult the local school district or state board of education and the community agencies with whom you are working for an explanation of the regulations on this issue.

Following are case examples of how different community agencies, in collaboration with school systems, deal with the issue of confidentiality. Samples of referral forms and parental agreement forms are included in the appendix.

The Bridge

The Bridge, Inc., a local youth counseling agency, currently has a thirteen-year partnership working with Caldwell High School, Grover Cleveland School, West Essex High School, and West Essex Middle School in Essex County, New Jersey. Irvington High School, also in Essex County, is in its second year of partnership with The Bridge. At present, five full-time counselors from the agency are assigned to each school. An arrangement has been made with each school to have a school liaison who has an awareness of who participates in the counseling program. Students needing counseling services are identified by members of the school staff, students, and, sometimes, anonymous persons.

The person referring a student for counseling can remain anonymous but may not always choose to do so. In cases involving the threat of suicide or harm to another individual, calls are made immediately to the parents. In the case of child or sexual abuse, contact is made with the Division of Youth and Family Services.

With the exception of the above cases, parents are contacted, at the latest, after a second visit by the student. An emphasis is placed on making a *personal connection* with the parents and inviting them in to discuss how the counseling program operates. Parents do not sign a consent form, but must give verbal approval for their child to participate in the counseling program.

Flexibility and open lines of communication are kept with the principal at each school. In specific cases involving potential suicide and physical or sexual abuse, the principal of each school is first informed, discussions occur around different alternatives, and appropriate action is then taken to deal with each case at hand. A relationship of trust has developed as a result of respecting and considering the positions and opinions of the building principal, the counselor from an outside agency, and appropriate staff members in a case-by-case situation.

An end-of-the-year report is given to the school board which includes a description of the types of problems that have been seen and the number of students that have been served. Names of students are not included in the report. *For further information contact:* Lou Barretti, Ed.S., C.A.C. The Bridge Inc., 14 Park Avenue, Caldwell, New Jersey 07006, 201/228-3000.

Inwood House—Teen Choice

In 1978 the New York City Board of Education invited Inwood House to provide services aimed at reducing the incidence of teenage pregnancy in the schools. Today Community Outreach, or Teen Choice, as the Inwood House program is known in the schools, has developed partnerships with two junior and five senior high schools in Brooklyn and Manhattan. Group and individual counseling as well as classroom discussions are provided and approximately 5000 students a year are seen in on-site counseling at the schools.

When opening a new on-site counseling service at a school, the school must agree to the following conditions: Everything that goes on in the Teen Choice office at the school site is to remain confidential except cases of potential suicide, homicide, or suspected or confirmed child and sexual abuse. Only in these cases will the involvement of the student in the Teen Choice program become part of the school record.

Outside of the above cases, counseling records are kept separate from the school and names of students or the kinds of problems that they are being seen for are kept confidential. Referrals can be made by teachers and other school personnel, but in most instances students are self-referred. Adolescents are encouraged to include their parents in the decision making process. However, the adolescent's right to make his/her own decisions is respected and parents are seen only with the consent of the teenager.

Parental permission is not required for counseling services at the high school level. However, a negative consent form is sent out to every parent at the junior high school.

For further information contact: Mindy Stern, Program Director, Teen Choice, Inwood House, 320 East 82nd Street, New York, New York 10028, 212/861-4400.

Scotch Plains-Fanwood School District and Resolve Community Counseling Center, Inc.

The partnership between the Scotch Plains-Fanwood School District in New Jersey and the Resolve Community Counseling Agency began in the spring of 1984 when the district initiated a pilot project with the agency whereby an agency counselor would be available in the senior high school to assist students with substance abuse and related problems.

This pilot program has grown over the years and, at the present time, a variety of services are provided to the school district. Some of the services include on-site counselors at the senior high school for a total of thirty-five hours per week, the presence of counselors at the two middle schools for two full days each week, and the assignment of a Resolve intervention counselor at each of the district's five elementary schools for one full day per week. In this case, after a referral is made to the counselor by the school staff, a permission slip is sent out to the parents. Group and individual counseling are provided and, where it is appropriate, information is shared with the staff and the child guidance department. Exceptions in which confidentiality is completely waived are cases involving suicide, homicide, or "a serious addictive situation" or abuse. In such cases, the child knows that information will be shared with the parents or other appropriate people.

For further information contact: Dr. Robert J. Howlett, Superintendent of Schools, The Scotch Plains-Fanwood Public Schools, Scotch Plains, New Jersey 07076, 201/232-6161, or Nancy J. Pizzi, Director, Resolve Community Counseling Center, Inc., 1830 Front Street, P.O. Box 173, Scotch Plains, New Jersey 07076, 201/322-9180.

University of Medicine & Dentistry of New Jersey Community Mental Health Center and Camden Middle School at Newark

As a result of a Linking Schools and Community Services project that was initiated by the Center for Community Education, School of Social Work, Rutgers, The State University of New Jersey, a partnership developed between the University of Medicine and Dentistry of New Jersey Community Mental Health Center and Camden Middle School in Newark, New Jersey.

Since 1988, individual and group on-site counseling services have been provided to youngsters from grades five through eight, three days a week, by two psychologists from the Community Mental Health Center. Referrals are made by teachers, parents, children, and persons seeking counseling.

This example illustrates a collaborative effort in dealing with the issues of parental consent and confidentiality. The principal from Camden Middle School and the project director from the Child and Adolescent Unit of the Community Mental Health Center worked together and designed a parental approval form. When a referral is made by a teacher, the principal makes an appointment with the parents to give them an orientation to the program.

Children are referred due to depression, behavioral and emotional problems, truancy, or any problem which interferes with a child's ability to learn in school. Through individual and group counseling sessions, the focus is on problem solving skills. Confidentiality is maintained with the following exceptions: danger of the child hurting him/herself or others, and in the case of suspected child and sexual abuse.

Confidentiality does not interfere with communication between counselors and classroom teachers. Discussions with teachers are centered on issues surrounding the child's behavior, and feedback from the teachers is solicited regarding the student's progress in the classroom. Information that is pertinent to the student's functioning in the school is included as part of the student's records. Clinical information about the details of the child's problems, however, is not included in school records.

For further information contact: Rozetta Wilmore-Schaffer, project director, Child and Adolescent Unit, UMDNJ Community Mental Health Center, 215 South Orange Avenue, Newark, New Jersey 07103-2770, 201/456-6141; or Anzella Nelms, principal, Camden Middle School, 321 Bergen Street, Newark, New Jersey 07103, 201/733-8350.

Confidentiality and Child Abuse–The New Jersey Division of Youth and Family Services

The New Jersey Department of Human Services Division of Youth and Family Services (DYFS) is the state's comprehensive social service agency for children, families, and adults. Their mission is to protect vulnerable children and adults from abuse, neglect, or exploitation; support family preservation and community living; and prevent family violence and disruption.

Currently, the division is involved with the Education and Law Enforcement Liaison Project which is in its third year of operation in Camden County, New Jersey. A strong working relationship is maintained among DYFS, school districts, and law enforcement to prevent child abuse and neglect. The project has developed affiliation agreements with twenty-four school districts and established a school employee liaison training by the Division of Youth and Family Services in 102 schools. Hundreds of teachers and police officers have been trained to recognize indicators of child abuse and neglect, how to report such cases, and get answers to their problems or questions about DYFS case handling.

The New Jersey Department of Education and the State Board of Education have developed regulations to address the issue as well as policies and procedures for reporting child abuse and neglect. In New Jersey, any person "having reasonable cause to believe that a child has been subjected to child abuse or acts of child abuse" is responsible for reporting directly to the Division of Youth and Family Services immediately. Failure to do so may result in the filing of disorderly persons charges and may result in a fine of not more than $1,000 or imprisonment for not more than six months or both.

Once a school makes a referral and an investigation is conducted, a letter may be sent to the person making the referral indicating whether the Division of Youth and Family Services will be further involved in the case. Specific information about the details of the case cannot be shared with the referent. However, information on the child may be share with school authorities when the information is needed in connection with the provision of care, treatment, or supervision of the child. As a recipient of the DYFS records and reports, school personnel must keep such information confidential. Violations may result in a misdemeanor fine of $1,000 or to imprisonment for not more than three years or both.

For further information contact: William Waldman, director, Division of Youth and Family Services, 1 South Montgomery Street, CN 717, Trenton, New Jersey 08625, 609/292-6920.

For specific questions on laws and procedures regarding child and sexual abuse in your state, contact your local child protection agency or state board of education.

Intervening with the Suicidal Adolescent–Confidentiality Issues

Frequently, the suicidal youngster will request that information gathered in the interview be kept secret. When suicide is a possibility, it is almost always a mistake to honor the request for confidentiality.

Sharing the information runs the risk of incurring the student's anger; not sharing the information runs the risk that the student ends up dead. In almost all cases, appropriate school personnel and the family should be notified. In addition, peers need clarification about loyalty conflicts and the responsibility to inform others who can help a friend overcome a present difficulty. Confidentiality is not a loyalty issue.

When at the point of deciding upon a course of action, ask the youngster for input. One is not bound to do as he or she says, but this strategy can help to establish a collaborative relationship and overcome remaining issues about confidentiality. Should you judge the child to be at risk, be clear about your ground rules for confidentiality; take control of the situation.

Even the most experienced professionals feel uncomfortable about the possibility that another human being will end his or her own life. However, increasing assessment and knowledge about suicide can improve one's comfort level and sense of efficacy when faced with such a situation. One must avoid appearing either judgmental or defensive. The issue of blame is irrelevant. The goal is a partnership between family and school to work in the best interests of the child.

One issue that can interfere with relationships with the family is confidentiality. A student may say to the school person, "I'll only tell if you promise not to tell my parents," etc. It is our view that pledges of confidentiality should never be given. Instead, students should be assured that information will be shared only when it seems necessary to help or protect the child. It is doubtful that adolescents really expect confidentiality from adults in any case. It is more likely that the issue is raised as a test of the adult's willingness to be firm. It is far better for the development of a helping relationship to be honest from the beginning, rather than to have to go back on your word. In addition, as suicidal behavior is often an attempt to communicate with parents, blocking that message in the guise of confidentiality can force the child to have to escalate the behavior.

Reprinted from: *Crisis Intervention Techniques in Adolescent Suicide Prevention—A Training Manual* by Marsha Heiman, Ph.D.; Frank Jones, M.D.; Rich Lamb, A.C.S.W.; Karen Dunne-Maxim, R.N., M.S.; and Charlesetta Sutton, A.C.S.W., Courtesy of Office of Prevention Services, University of Medicine and Dentistry of New Jersey, Community Mental Health Center at Piscataway.

For further information contact: Charlesetta Sutton, A.C.S.W., Co-Coordinator Suicide Prevention Project, Office of Prevention Services, UMDNJ Community Mental Health Center at Piscataway, 671 Hoes Lane, P. O. Box 1392, Piscataway, New Jersey 08855-1392, 201/463-4109.

Confidentiality–Some Common Threads

In light of the above examples, there are a variety of ways in which the issue of confidentiality can be dealt with. In spite of the diversity that exists among different school-agency partnerships, there appear to be some common threads interconnecting each program:

- The programs have been tailor-made for each school.
- Continuous dialogue between school staff and community agency representatives about procedures.
- Confidentiality for students is respected except under the following conditions:
  –potential harm to self or others
  –suspected child or sexual abuse.

It is important to develop open lines of communication in understanding the legal and ethical considerations that impact upon students, parents, schools, and community agencies in resolving the critical issue of confidentiality. Successfully working through the different philosophical and pragmatic issues on this important topic during the planning process is another way in which schools and community agencies can build trust and commitment in strengthening a partnership.

PART SIX

Although many collaboratives are initially supported by foundation or corporate funds, one of the first tasks of any collaborative should be to ensure self-sufficiency, by finding permanent support, and ensuring long-term interest by participants.

Carol Ascher, "Urban School/ Community Collaborations: Making Them Work Well," (1988)

FUNDING

The question most frequently asked by those interested in starting or participating in a school/ community services collaboration is "Who pays?"

There is no simple answer to this urgent question. There are, however, many avenues of funding to pursue. These should be discussed at the planning meetings and a task force on funding can be the most efficient way to follow up suggestions.

Is funding needed to continue the work of the planning committee?

In most cases, the participants are given released time by the schools and agencies to attend the meetings. Rotating the responsibility for reproducing minutes, handouts, meeting notices, and other materials allows a low cost contribution from each participant.

Since the planning may take a year or longer, the group may decide to obtain a planning grant. The search for such a grant should include public and private sources, particularly local foundations.

Is funding needed to pay the facilitator?

This varies in each instance. In most cases the facilitators are interested in collaborations—many have a particular interest in helping children and youth and are willing to provide their skills for an academic year. They can be found in civic organizations (e.g., Junior League, League of Women Voters, National Council of Jewish Women, Urban League, United Way, etc.); in corporations which have community service departments; in colleges and universities with extension divisions, schools of social work and education, and departments of community education and organization; and in retired persons and professional groups, particularly retired social workers or educators.

Sometimes a facilitator is instrumental in obtaining a planning grant. Providing transportation for the facilitator may encourage his/her acceptance. Also, the person may be unable to commit all the time needed and then a team of facilitators may answer that need.

Each school system or school district may have a partnership coordinator that could network with business and community agencies to provide resources and services to schools. This could be a funded position paid for by the school board or a position that is jointly funded by an outside organization and the school district.

The reader can no doubt begin to think of other sources of facilitators from these suggestions. Again, be creative.

Will funding be needed when the action begins? If the school and agencies design a plan with liaison people from each system, funding may be needed for these people. However, if this responsibility can be assigned to existing personnel, it becomes an in-kind contribution from each partner. Funding for such roles can come from the local school budget, local agency budget, corporation grants and/or foundations, state departments of health, education, and human services, or advocacy organizations serving youth and children. It all depends on the enthusiasm and support generated during the planning process. Discussion at those sessions will lead to other ideas.

Some of the agencies which provide services are already funded to work in the schools and can do so more consistently with a good plan in place. For example, if a school and agency provide health screening at the school and some of the students are eligible for Medicaid benefits or other entitlement programs, details can be worked out for the service to be certified as a Medicaid provider in order to receive payments.

There are many community mental health centers which provide free consultation, education, and prevention programs in their catchment area or locality. Contacting community agencies and developing personal relationships with people from the schools and agencies will serve to educate everyone about the availability of free services in your area.

Will funding be needed if the program grows? If the program grows and the need for more school-based services increases, funds will be needed for each new service. For instance, if transportation to and from agencies is needed, if hotlines are planned, if daycare is offered, or special employment placement programs or other like supports are requested, funding will have to be found from specific sources which fund in those categories.

The planning committee often becomes an advisory committee and they can be helpful in identifying sources of funds.

An excellent situation exists in the state of New Jersey where the Department of Human Services has initiated a School Based Youth Services Program. The New Jersey legislature has allocated $6 million to the program as part of the annual state budget appropriation. This permitted twenty-nine school-based programs to be started and continued annually throughout the state, each site receiving approximately $200,000 per year. This funding covers support staff, materials and services, space, contractual agreements for specialized services, and renovations to buildings. This initiative is the result of the dedicated leadership of Governor Thomas Kean, Commissioner of Human Services Drew Altman, and Assistant Commissioner of Intergovernmental Affairs Edward Tetelman.

However, most efforts will start on a smaller local scale and the feeling of pride in local ownership of the project often enhances it.

If the program you start works well, perhaps state funding following the New Jersey model will be considered in your state. Several states and some cities are initiating or have initiated similar efforts.

The appendix contains a reprint from a section of *School-Based Health Clinics: A Guide To Implementing Programs* by Elaine M. Hadley, Sharon R. Lovick, Douglas Kirby, and Jodie Levi-Epstein. It was written as a guide for obtaining funds for school-based health clinics. It is, however, an outstanding comprehensive paper that can be useful to any group seeking funds for collaborative efforts. You will find it very useful.

PART SEVEN

To be useful,
the evaluation system needs to combine
on-going analysis of student and institutional benefits,
regular program operations, long-term follow-up,
and resulting program revision, and it should be kept simple.
It must be easy to understand, free of business and
education jargon, and presented in a form that permits clear,
corrective decisions.

Richard A. Lacey and Christopher Kingsley,
A Guide To Working Partnerships
(1988)

EVALUATION

Evaluating a school-community services program is important because it documents the kinds of linkages that have developed between schools and community services and also provides valuable feedback in identifying the strengths and weaknesses of a partnership program.

The evaluation process need not be a harrowing or threatening experience. Unlike the "hard" sciences which require strict adherence to empirical methods, the methodology used in a school-community services partnership is less rigid. Given the fact that there are multiple variables which influence the final outcome, the methodology used should match the program's objectives and should provide some means of measuring whether those stated objectives have been met.

Thus, evaluations may be used in a number of ways:

- To identify strengths and weaknesses.
- To identify solutions to problems.
- To improve services.
- To assist in future planning.
- To document the results to funders.
- To seek additional funding for program continuation.

Keep in mind that evaluating a school-community partnership is an ongoing process and should be integrated into the project's goals at the beginning of the program. Depending upon the size and complexity of the partnership, you may want to consider employing a part-time research assistant who could serve as a participant observer and would assist in the design and implementation of evaluation instruments and in the collection and analysis of data. Corporations and private foundations may also be willing to provide funding to evaluate your program by an outside organization.

The data collected may reflect the following:

- The number of staff, parent, and student workshops and activities that have been presented by community services.
- The number of students who have been served by on-site counseling services and other programs initiated by the partnership.
- The number and types of activities and resources that have been brought into the school as a result of the partnership program.

- Attitudes of administrators, teachers, support staff, students, parents, and community representatives.
- Changes in student attendance rates.
- Improvement in student grade point averages.

The method for collecting the data may include the following:

- Needs assessment surveys.
- Attitudinal surveys of parents, teachers, students, administrators, and community agency representatives.
- Personal interviews.
- Meeting minutes.
- Number of referrals made (with confidentiality ensured).
- Questionnaires.
- Student records.

Feedback about the strengths and weaknesses of your program will be valuable in adapting the partnership and the activities to better meet the needs of the school, community agencies, and the students being served. Constructive feedback will also be helpful in planning for the future direction of the program.

PART EIGHT

It lies within
our reach, before the end of the twentieth century,
dramatically to improve the early lives of several million
American children growing up at grave risk.
We can substantially improve the odds
that they will become healthy, sturdy, and productive
adults, participants in a twenty-first century America
whose aspirations they will share.
The cycle of disadvantage that has seemed so intractable
can be broken.

Lisbeth B. Schorr and Daniel Schorr,
Within Our Reach · Breaking The Cycle of Disadvantage (1988)

SUMMARY

Changes in any system, whether it be in education or in human services, require the ability to think in new paradigms. As pressures continue to mount on schools to meet the social and psychological needs of children, greater efforts are being made throughout the country to collaborate on shared goals.

Over the last ten years, thousands of local partnerships, "adopt a school" programs, and similar community support efforts have been initiated across the country. Some have remained and flourished and others have disappeared.

The following questions about partnerships are most frequently asked. The answers result from the authors' experiences and lessons learned from other partnerships.

How much time is needed to plan?
Growth and development of the collaboration described in this handbook depends on the commitment of the group to what *they have designed together*. If the planning process is slow and deliberate (which to some might even seem excessive), the chances for survival are very good. At least an academic year is needed for developing a plan.

Once a partnership gets off the ground, does the planning committee dissolve?
The planning committee should become an advisory committee allowing the energy and thoughtfulness of the planning stage to continue. Of course, there will be "dropouts" and hopefully new additions, who will bring added enthusiasm.

Who provides leadership after the planning is completed?
The role of the facilitator in encouraging leadership as the process takes place is an important ingredient. As the meetings progress it becomes obvious who will emerge in leadership roles.

How is support built?
Make sure that the community is aware of the program as it develops and involve leaders from various sectors. This will contribute to the success of the effort and provide the base for community support.

Parents should be involved from the start as the needs surveys are distributed. Newsletters and P.T.A. meetings provide vehicles for clear communication about the services available.

Publicity in newspapers, radio, and television as well as public presentations at community events keep the effort in the public eye and mind.

The more joint events that are planned, the greater the network of support that will develop.

How do we handle turf issues?
Turf issues often occur between schools and agencies when people feel threatened either about losing their decision making power or having their role usurped by a new configuration. These concerns should be addressed very early in the planning process and referred to continuously as the planning proceeds. The goal, which is to provide additional services to children and never to replace existing school services, should be effectively communicated and continually stressed.

Turf issues may also arise between agencies as a result of having to compete for dollars to serve clients. The planning process will increase interagency communication and understanding and allow these issues to be freely discussed.

Interagency agreements among state, county, and local agencies and departments need to be worked out to avoid duplication of services and to provide a more comprehensive approach in meeting the needs of children and families.

A strong group focus on the needs of children and young adults and available resources to respond to those needs can minimize turf issues and help the group to come up with creative solutions.

Is it possible for community agencies to effectively network in this program?
In light of scarce funding, and requirements by funding agencies for collaboration, community agencies have become more receptive to the idea of enrichment through sharing. When community agencies are brought together around a shared focus and participate in all stages of the planning process, trust is developed.

Those agencies which are not amenable to networking drop out early in the process. Those that remain become comfortable with networking and see the benefits of working together.

How can schools and community agencies communicate since they speak different languages?
Great care has to be taken in the beginning stages of a collaboration that personnel from the schools and the community agencies avoid the use of professional jargon and acronyms. When different professional dialects surface at meetings, the facilitator should immediately ask for a translation. This will encourage all participants to freely say, "I don't know what you mean." Having people from both systems work together on surveys and parental approval and referral forms will assist the group in developing a common language. With time, clearer communication will develop and language differences will be minimized.

If most agencies are overloaded or working to capacity why would they want to participate in a partnership?
Public state and local child welfare agencies are usually mandated to work with schools. The majority of their cases are school children. Working cooperatively with the school facilitates their efforts.

Community mental health agencies and other similar agencies have consultation, education, and prevention training as part of their mission. Being involved in a school partnership provides a path to effectively reach children and carry out their mission.

If a community outreach plan does not currently exist, perhaps the job descriptions of agency personnel can be rewritten to include a percentage of their time to work with schools.

Besides the more efficient use of resources, a partnership will invariably open new funding opportunities for social agencies by developing innovative programs in working with schools.

Do social agencies and schools have different certification requirements for counselors? If so, how can this potential barrier be resolved if on-site counseling services are to be offered at a school?
It is true that certification requirements may differ between school systems and community agencies.

Early discussions should take place in planning sessions about working through such issues. People can become aware of rules and regulations which, in fact, are in conflict with each other and operate against students receiving the kind of services that they need.

However, many states have emergency certificates and schools can provide the flexibility that is needed to work through this issue.

Honest dialogue and a willingness to reexamine and possibly revise conflicting regulations that have existed over a period of time is another step in the right direction.

What is the role of the child study team in the school-community partnership program?
The school social worker, psychologist, learning disabilities specialist, speech therapist, and other support staff, such as the school nurse and guidance counselor, are critical to a smooth working school-community partnership. Their input should be sought at the beginning of a partnership and their knowledge and professional skills should be utilized throughout the planning process. Remember, the partnership seeks to augment services, never to replace existing ones.

As specific plans are implemented during the partnership, a clear delineation of roles and responsibilities should be discussed, clarified, and written down. For example, if on-site counseling services are being offered by a community agency, it must be in cooperation with child study team personnel. A discussion of the referral process and the need to educate parents, teachers, and other school support staff about additional counseling resources within the school should be carefully planned out.

Recommendations

The following suggestions are for long range goals which can develop as the partnership matures.

- Interdisciplinary training of classroom teachers and social workers is needed in teacher preparation programs and schools of social work. Prospective teachers need to be aware of social issues that they will increasingly be confronted with in the classroom such as suicide, child abuse, drug and alcohol abuse, HIV/AIDS education, homelessness, and adolescent pregnancy. Social workers need to understand how schools operate and the organizational procedures involved in working with school systems.
- In-service workshops and training need to be provided to classroom teachers and community agency workers on social issues which impact on students and clients, and on strategies for effectively dealing with these problems. Offering the workshops as a joint venture will enhance interprofessional communication.
- Training on the collaboration process needs to be given to representatives from schools, community agencies and other groups who are interested in partnership development. Successful partnerships do not occur by chance. Creating effective partnerships is an art that requires careful instruction in planning, implementation, and evaluation.
- Early intervention and prevention programs in the middle grades should be introduced which focus on dealing with the emotional and social barriers that inhibit learning in children. Community mental health agencies and counseling centers could assist schools in this area.
- Increase parent involvement in schools as tutors, volunteers, and paraprofessionals. Some parents are intimidated by the school system. This is especially true if parents have had negative experiences in the classroom and consequently may tend to view the school with suspicion and mistrust. Earnest efforts must be made to communicate with all parents on a positive level. Specific actions need to be taken to make parents feel that they are welcome in the school and to inform them that there are community resources that are available for them to utilize. Community schools are a good example.

Schools, in collaboration with community agencies, can also cosponsor workshops to educate parents about current social issues.

- Communities can take steps to sponsor coalitions and public forums on social and educational issues that are affecting their communities and provide recommendations for specific action. Involvement of all segments of the community is important if significant changes are to occur.
- Professional organizations such as the National Education Association and the National Association of Social Workers could cosponsor a joint conference state-wide with a focus on shared goals and strategies for dealing with the at-risk student and families.
- Prevention or anticipation of problems before they occur is crucial when it comes to the health and well-being of children and youth. School districts, in collaboration with child welfare agencies, should develop clear policies, procedures, and agreements in dealing with such issues as child abuse, suicide, homelessness, drug and alcohol abuse, and HIV/AIDS.
- State departments of education should ensure that family life education programs are offered from grades K-12. Community agencies can provide information and resources that schools can use in the implementation of their family life education curriculum.

Conclusion

This handbook was written to serve as a guide to assist schools and social service agencies to form partnerships, collaborations, and linkages which will increase services to children and youth.

We have strong statistics that tell us that being young in America today is being at risk. We can no longer separate the crises from each other. The high death rates of adolescents due to homicide, suicide and accidents, high infant mortality rates, drug and alcohol abuse and addiction, juvenile crime, family violence, school dropouts, runaways, illiteracy, early sexual activity, teenage pregnancies and parenthood, teen unemployment, and those scourges of poverty, hunger, homelessness, and illness are interrelated. We have neglected our children, and we are paying the social cost.

To turn it all around we need increased commitment to change. We need federal, state and local governments to play strong roles and provide leadership.

We need, as well, caring communities and voluntary agencies to build a generation with feelings of self-worth, dignity, and self-sufficiency. There are no easy answers or quick fixes, but each person has the capacity to make a difference through decisions made and actions taken.

The task is enormous, but it is not impossible. Nothing less than the future is at stake.

APPENDIX A

INTERAGENCY AND SCHOOL COORDINATION: A SCHOOL-COMMUNITY PROCESS MODEL

Rosemarie Kopacsi, M.S.W.

This paper describes the process that guided a two-year pilot study to facilitate interorganizational collaborations between schools and community agencies to increase social services to children and families. The project was initiated in 1986 by Professor Estelle Robinson, director of the Center for Community Education, School of Social Work, Rutgers, The State University of New Jersey. It will also describe the project's conceptualization of methods to describe and track the collaborative process.

A rural middle school in Cumberland County, New Jersey and an urban middle school in Newark, New Jersey were selected for the pilot project using the following criteria:

- low socioeconomic population.
- availability of services or community agencies in the area.
- receptivity on the part of administrators and other school personnel to help build a system to link schools and community services agencies to better serve the children.
- receptivity of community service agencies to help build a system to link schools and agencies to better serve the children.
- some previous affiliation with community agencies.

The interorganizational dynamics which characterized the collaboration process evolved over time. These dynamics reflected:

- Joint Planning, Coordination, and Mutual Ownership.
- Trust-Building between Systems.

The evaluation component built into the Linking Schools and Community Services Project enabled us to describe and identify "the collaboration process" in ways which will contribute to replication. This experience provides a research base to test generalizations that emerged as repetitive themes and that are potentially widely relevant. An important goal of the project was to write a handbook which describes the repetitive themes and generalizations, and present the steps in the process for replication by future school-community services collaboration endeavors.

Seashore (Lawler et al., 1985), in discussing the applications of research to practice in his article emphasizes the importance of developing methodology which is more relevant to practice.[1] The importance of applications of knowledge through on-site exploration, and through the study of "classes" such as organizations, is widely recognized.

As a natural consequence of the Center for Community Education's history and experience around programs related to adolescent problems, the center has become increasingly committed to the premise that New Jersey's children would benefit if schools and public and voluntary social agencies were to develop systematic and effective linkages. Such a premise maintains that ongoing and sustained linkages would strengthen school initiatives aimed at decreasing serious school problems.[2]

A plan to "track" and understand this process as it developed was built into the proposal to design two pilot programs which would create systems of linkages between schools and appropriate public and voluntary human services agencies—in other words, a plan to evaluate it.

It had been clear from the Center for Community Education's history of developing and sustaining two Networks (New Jersey Network on Adolescent Pregnancy and New Jersey Network on Family Life Education), that in practice many school systems are unaccustomed to a working relationship with community social agencies, not only in requesting information but in seeking services and expertise as well. This has often been found to be the case even though the needs for collaboration have been well documented. A number of organizational and social/demographic characteristics present themselves as barriers to collaboration—such as accountability, logistics, problems of turf and financial allocation, and differing perceptions of the role of educational versus social service institutions vis-a-vis social problems of the youth they serve.

The Linking School and Community Services Project proposal included two project personnel. The project director was to have overall responsibility for designing and implementing the project; and a project assistant was to assist the project director, and have

specific responsibilities to "track" and identify the collaboration process as it developed.

The evaluation focused on two areas:

1. Description of the collaboration process;
2. Outcomes—Does the process work?

The initial tasks were to conduct a review of the literature to find communities in New Jersey and nationally which had developed systematic school-community agency programs. This information would be helpful in the final "write up" phase of the project to identify strategies, key people, organizational relationships (including barriers), strengths and weaknesses of linkages, and the degree to which these programs were able to continue and sustain themselves. The information about existing projects would provide alternative models with which to compare our own project's experiences. An understanding and appreciation for the unique features of specific communities would be fostered—the client-centered principle of tailoring to the needs and resources of "differing" client needs—i.e. the community is the client.

An evaluation task that became important in "tracking" the collaboration process and which was built into the Linking Schools and Community Services Project proposal was that of keeping detailed logs of every meeting between school and community agency staff by the project assistant who was to serve as a participant observer. Decision making and group interactions were carefully recorded. A content analysis strategy was designed as a method to examine this collaborative process at both project sites. The content analysis strategy matched with the evaluation objectives well, since it is a method of pattern recognition and involves working backwards with the analysis of field notes, guided by questions which the project addresses, namely that:

> A more reciprocal relationship called networking will develop around cooperative activities, collaborative planning, and communication between the agencies and schools represented at the series of meetings at each of the two project sites.

The project goals and objectives are based upon the concept of "networking" (Robinson, 1985, p.1):

> ...a system of cooperation through which diverse groups and individuals are flexibly linked together by a shared focus to exchange information and resources in order to expand their effectiveness.

The themes of "needs identification," "resources identification," "organizational issues," and "project linkages" emerged as repetitive themes in the collaborative process throughout the project's series of meetings at each of the two sites.

An illustration of the collaboration model (attached) shows the relationship of the two organizational structures (school and community services) to the Linking Schools and Community Services Project and to the key issues and themes which the project addressed—**needs identification, resource identification, organizational issues, and project linkages.**

Needs Identification

Needs identification refers to social issues and social problems which each of the project communities were concerned about and which impacted on youth and families at "high risk" of social dysfunction. Some of the needs identified at Camden Middle School in Newark, New Jersey included: housing, child abuse, depression, nutrition, parenting skills, financial needs, accessing agencies to families, health care, and health education.

Some of the needs identified at Woodruff School in Upper Deerfield Township, New Jersey included: child abuse and neglect, lack of parental involvement and support in the schools, teenage pregnancy, health, and nutrition.

Resource Identification

This category of key issues refers to school and community resources, programs, and services which each of the two communities might effectively bring to the Linking Schools project to address the needs identified as mutual concerns of school and community representatives. Some of those resources identified at Camden Middle School included the community agencies which actively participated in the planning meetings and which also served on the planning committee. Some of the agencies represented at the meetings included the Division of Youth and Family Services, Essex County Welfare Agency, Renaissance House (a drug treatment facility), UMDNJ Community Mental Health Center, Planned Parenthood, Essex County Network on Adolescent Programs, Children's Hospital, Newark Department of Health, and Rutgers Cooperative Extension of Newark.

The community agencies which actively participated in the planning meetings at Woodruff School and which provided linking activities included the Division of Youth and Family Services, Family Planning, Cumberland County Guidance Center, Family Court, Seabrook House (a drug treatment facility), Bridgeton Area Health Service, the Sheriff's Department, and Cumberland County Welfare Agency.

Organizational Issues

Organizational issues refer to barriers which serve to inhibit or prevent collaborations. Those issues identified often include staffing/funding constraints, ideological differences, dominance of one agency or key person, and "turf" issues.

Some key organizational issues identified at Camden Middle School included: lack of planning for ongoing and continued emergency services for families; problems networking between community service agencies; agencies lack outreach to families in their homes; poor flexibility in service delivery (i.e. times and locations of services; and clients' difficulty in trusting agencies.

Some key organizational issues identified at Woodruff School were: poor parental involvement; problems accessing services to families; addressing barriers to parental involvement which include trust and low socio-economic and educational levels of parents; and funding constraints.

Explanation of Collaboration Themes

Camden Middle School, Newark, New Jersey

The Camden Middle School graph depicts:

1. The relationship of needs which were responded to by the project to the total number of specific needs that were identified. The Camden Middle School graph shows that 77.8% of those needs identified were addressed (responded to) by project activities.
2. The relationship of resources which were responded to by the project to the total number of resources that were identified. The Camden Middle School graph indicates that 60.4% of those resources identified provided services to the school as a result of the project.
3. The relationship of organizational issues which were responded to by the project to the total number of organizational issues identified. The graph shows that 57.5% of the organizational issues identified were addressed or responded to through project-initiated activities.

Woodruff School, Upper Deerfield Township, New Jersey

The Woodruff School graph depicts the following:

1. 66.6% of those needs identified were addressed or responded to by project activities.
2. 97% of those resources identified provided services to Woodruff School as a result of the project.
3. 63.6% of the organizational issues identified were addressed or responded to through project-initiated activities.

Matrix of Linkages

The two matrices of linkages for Camden Middle School and for Woodruff School (which are attached) depict the categories of linkages which were developed at each of the two project sites and tracks the development of those linkages across 1) objectives, 2) scope of activities, and 3) meeting dates and outcomes.

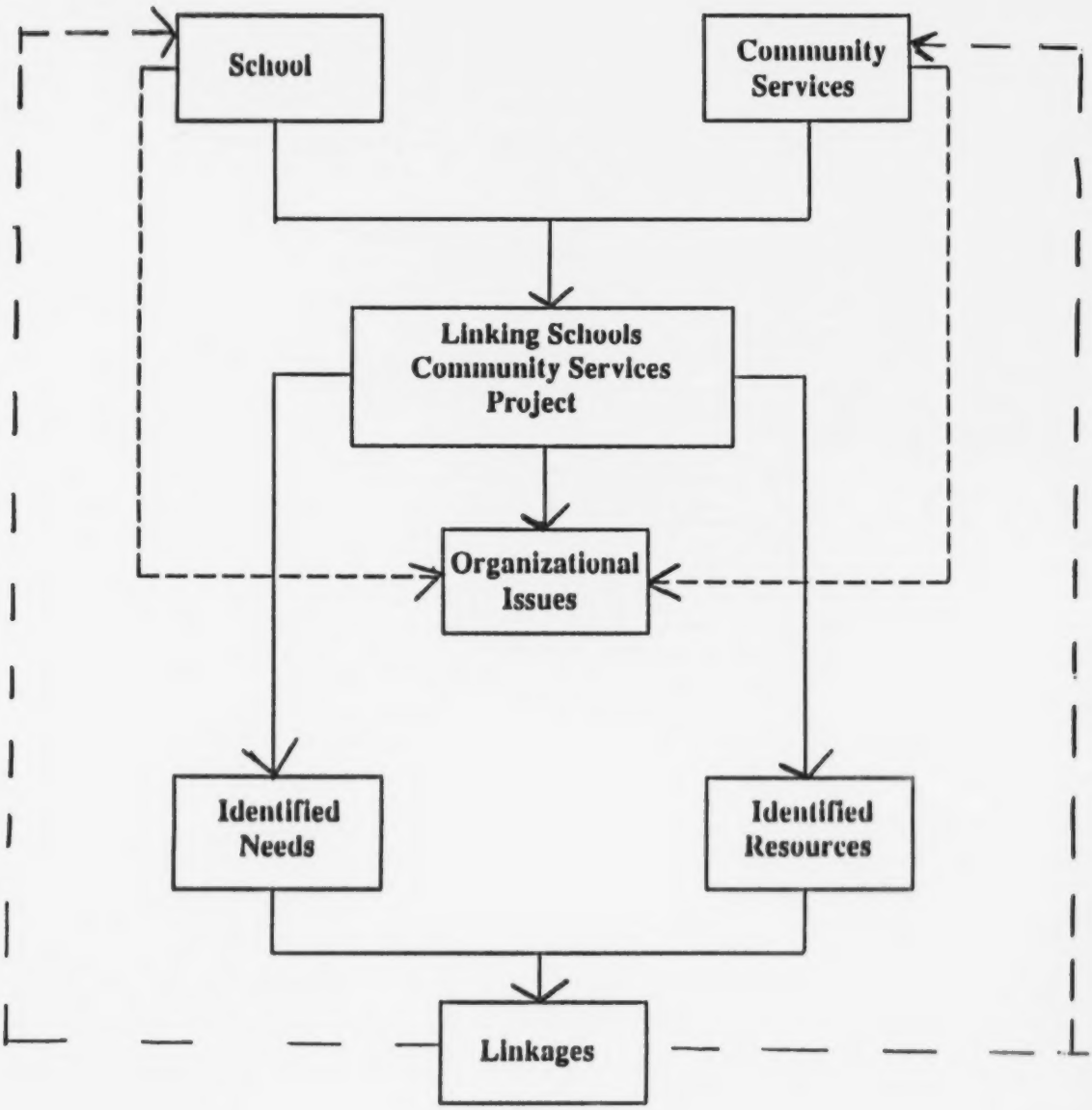
Summary

I have attempted to show how the evaluation methods used in the Linking Schools and Community Services Project bridged the project's conceptualization with methods to identify and describe the collaboration process in ways which contribute to replication. Our objectives have been to show how two schools at different project sites developed a system of linkages with their respective community agencies to increase services to children and families. We hope that this experience will provide a basis for replication of these efforts which we believe to be widely relevant.

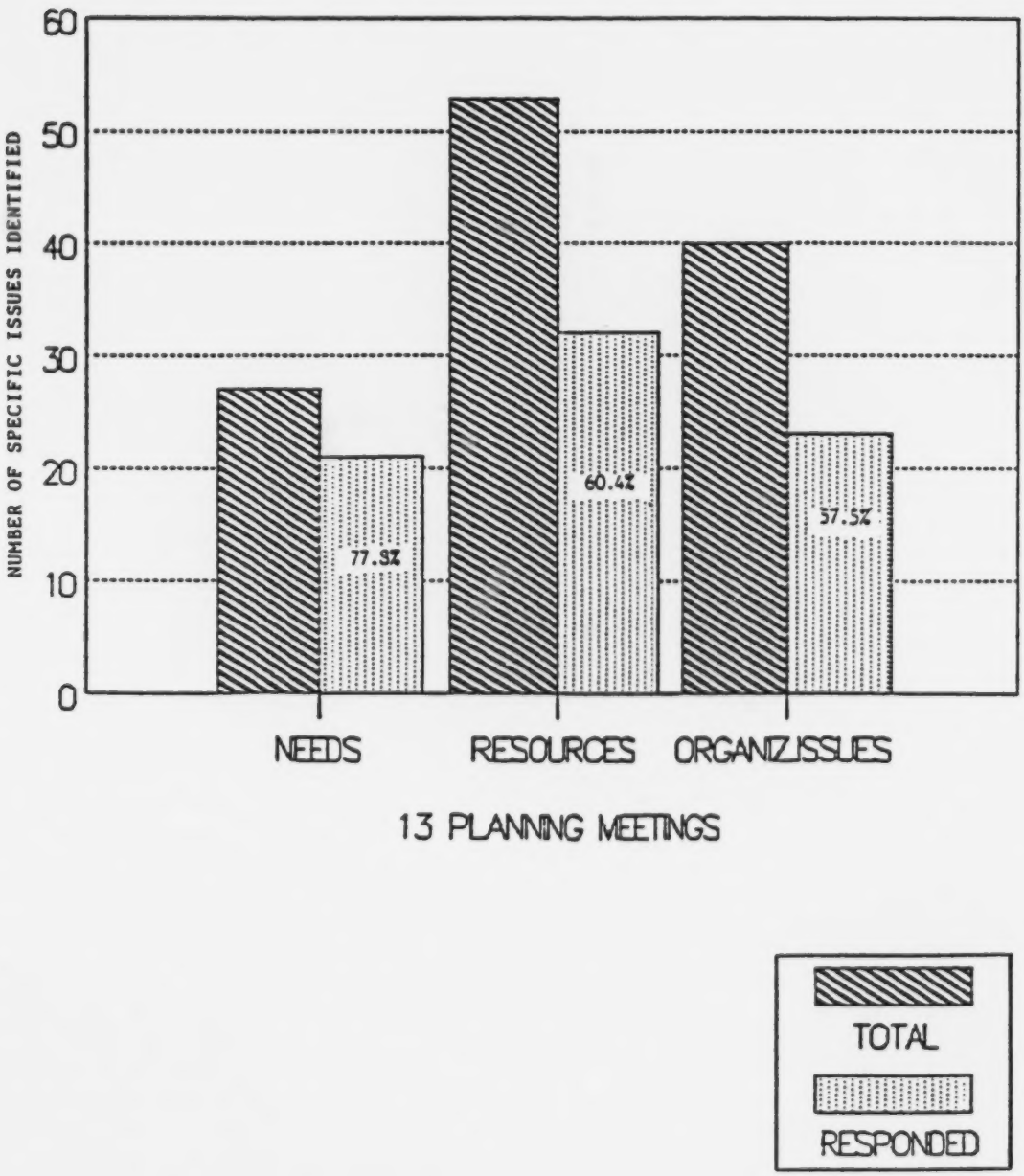
Notes to Appendix A

1. Seashore, Stanley E. "Institutional and Organizational Issues in Doing Useful Research," in Edward E. Lawler III et al. (eds.) *Doing Research That Is Useful for Theory and Practice*. California: Jossey-Bass Inc., 1985.
2. Robinson, Estelle R. *Guide to Networking*. Center for Community Education, Rutgers, The State University of New Jersey, 1985.

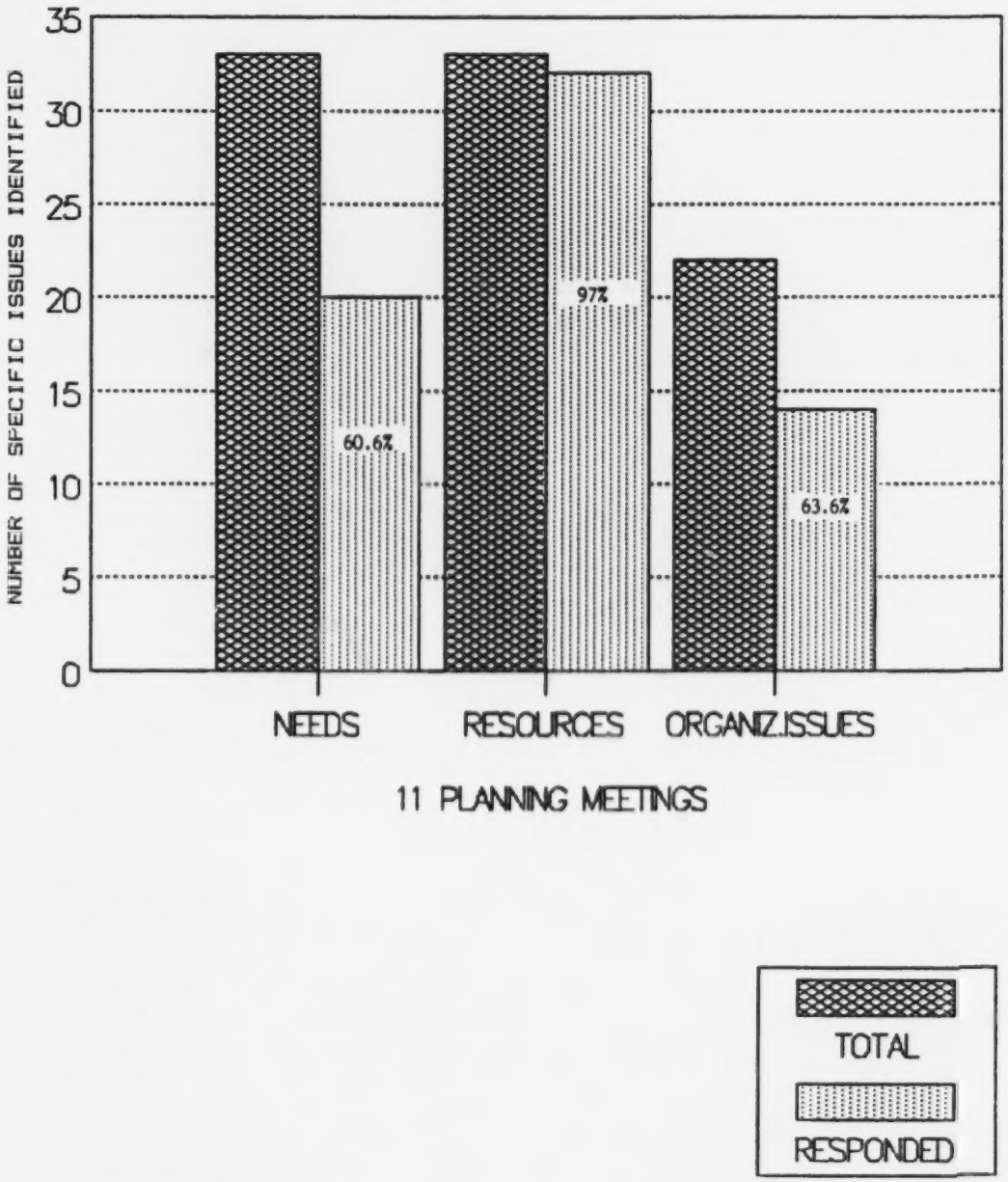
COLLABORATION MODEL



CAMDEN MIDDLE SCHOOL
COLLABORATION THEMES



WOODRUFF SCHOOL
COLLABORATION THEMES



Camden Middle School
Newark, New Jersey

Matrix of Linkages

Categories of Linkages	Objectives of Linkages	Scope of Activities	Meeting Dates and Outcomes												
			4/13/87	4/30/87	5/20/87	6/2/87	9/28/87	10/6/87	11/4/87	12/14/87	1/14/88	2/16/88	3/15/88	4/19/88	5/19/88	
Linkage I: **Project Planning Structure**	4 Task Groups formed of School/Agency reps to identify needs of children and families of Camden Middle School who are at high risk of social dysfunction	Identification of social problems and needs: nutrition, child abuse, health care, mental health counseling, emergency services, parenting skills, health education, advocacy & parental involvement, substance abuse	•	•												+ Planning * Activities Completed
	Planning Committee—Task Forces select School/Agency reps to participate in monthly meetings to design a School/Agency collaboration	Develop a collaboration model to address prevention and early intervention goals			+	+	+	+	+	+	+	+	+	+	+	+ Planning
Linkage II: **Resource Directory**	1. Newark Community Agency list 2. Camden Middle School Resource List 3. Essex County Education Resource List	A directory of local community resources participating in the project		+	•									+	•	+ Planning * Activities Completed
Linkage III: **Education & Prevention Seminars and Workshops**	PTA and In-Service Workshops	Activities related to subjects of adolescent growth and development, parental involvement and advocacy, adolescent sexuality, child abuse, food and nutrition, emergency social services, substance abuse		+	+	+	+	+	+	+	+	+	+	+	+	11 of 15 activities completed
	Student Activities	Candy Stripers club and hospital volunteers; 8th graders orientation to high school								•	•	•	•	•	•	
Linkage IV: **Resource Network**	Identify and network with community services to provide resources and cooperative activities with Camden Middle School for high-risk families	Agency visits, planning committee meetings, commitments via community agency agreements	•	+ •	+ •	+ •	+ •	+ •	+ •	+ •	+ •	+ •	+ •	+ •	+ •	+ Planning * Activities Completed
Linkage V: **On-Site Services for Children and Families**	Provide on-site services at Camden Middle School—physical health care, mental health services, parent aide program	Counseling services to students: socialization skills groups; prevention and early intervention			+		+	+					+	+	•	1 of 3 completed—Mental health counseling
Linkage VI: **Health Fair**	Invite community agencies to participate in health fair at Camden Middle	200 parents attended health fair as a combined activity with report card distribution and school visitation						+	+	•						9 agencies participated
Linkage VII: **Reinforcement of Previous Linkages**	Strengthen formal relationships that already exist between school and community	Community services already networking with Camden Middle School actively participating in the collaboration process and in developing the collaboration model	+	+	+	+	+	+	+	+	+	+	+	+	+	2 agencies actively participated
Linkage VIII: **Structure for Continuing Linkages**	Provide for continuity of the collaboration model	Home/School/Community Relations Improvement Team—an existing structure within the effective schools demonstration project												+	•	+ Planning * Activities Completed

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Woodruff School
Upper Deerfield Township, New Jersey

Matrix of Linkages

Categories of Linkages	Objectives of Linkages	Scope of Activities	Meeting Dates and Outcomes											
			3/12/87	4/28/87	5/26/87	6/9/87	9/15/87	10/29/87	12/10/87	1/28/88	3/1/88	4/26/88	5/17/88	
Linkage I: **Project Planning Structure**	School/Agency representatives participate in monthly meetings to design a school/agency collaboration model	Identification of social problems and needs that contribute to social dysfunction for children and families at risk: child abuse & neglect, lack of parental involvement and support of schools, school dropout, adolescent pregnancy, single-parent family problems, school truancy, health & nutrition, substance abuse, transportation, children of alcoholic parents, childhood depression, ethnic & racial sensitivity, domestic violence, poverty, illiteracy, dental needs, teacher training—impact of social problems on learning	+	+	+	+	+	+	+	+	+	+	+	+ Planning * Activities Completed
Linkage II: **Resource Directory**	1. Woodruff School Planning committee members Cumberland County resource list 2. Pocket-size resource directory for students	1. Directory of community resources participating in project 2. English & Spanish directory of hotlines & community services related to social needs of youth—for county-wide dissemination to students in grades 6–8		+				*				+	*	+ Planning 2 of 3 Completed (student directory planned)
Linkage III: **Education & Prevention Seminars and Workshops**	1. PTA and in-service workshops 2. Student activities	1. PTA & in-service workshops related to subjects of substance abuse, adolescent sexuality & family life education, child abuse, AIDS education, suicide prevention 2. Student activities around family life education and substance abuse		+	+		+	+	+	+	+	+	+	+ Planning * Activities Completed
							*	*	*	*	*	*	*	
Linkage IV: **Resource Network**	1. Identify & network with community services to provide resources & cooperative activities with Woodruff School for high-risk families 2. School/agency collaboration on family life ed. curriculum revision	1. Meetings with school and community agency representatives; commitments via community agency agreements; including the additional two district schools in some planning 2. School/agencies collaboration and support for revision of family life education curriculum	+	+	+	+	+	+	+	+	+	+	+	+ Planning * Activities Completed
			*	*	*	*	*	*	*	*	*	*	*	
Linkage V: **On-Site Services for Children and Families**	Provide on-site services at Woodruff School—mental health counseling and drug/alcohol education and counseling	1. Counseling services via structure of community education & recreation program for the district—after-school hours 2. Drop-in counseling and special needs mental health counseling during the school day						*		*		*		
									*		*		*	3 of 3 completed
Linkage VI: **Informal Networking**	Improve communication and reinforce existing informal relationships between school/community agencies	Social events and informal face-to-face meetings	*	*	*	*	*	*	*	*	*	*	*	* Activities Completed
Linkage VII: **Health Fairs**	Invite community agencies to participate with families and students in health fairs at Woodruff School—address problems of parent-community apathy; orient students to services and career options	1. Agencies meet informally with parents on evening of Christmas concert 2. Students meet with community services during the school day for informal and experiential learning						*		*				
									*				*	+ Planning * Activities Completed
Linkage VIII: **Structure for Continuing Linkages**	Provide for continuity of the collaboration model	1. Three-day planning meetings scheduled for 1988–89 school year to plan agenda and facilitate meetings 2. Proposal to create a part-time school staff position of school/community liaison		+								+		+ Planning
													*	* 1 of 2 Activities Completed

APPENDIX B

SAMPLE INVITATIONAL LETTER TO COMMUNITY AGENCIES

Dear _____

We would like to invite you to a meeting on *(date)* at *(time—starting/ending, two hours maximum)* at *(location—should be central)* to explore the possibility of community service agencies' interest in working with schools.

The overall objective is to create a system of ongoing cooperative arrangements between schools and community services.

The system will be designed jointly by the schools and community agencies who would be interested in undertaking such a program.

At the present time, we are interested in exploring which community agencies might be interested in participating in such a collaboration.

Your attendance will in no way commit you to further action. The meeting is mainly to explore your interest in working with a school or schools in your catchment area.

We hope you will attend this meeting and look forward to your suggestions and ideas. If you have any questions, please feel free to contact us at *(telephone number)*.

With all best wishes.

Sincerely,

Name
Title/Affiliation

(Include directions for getting to meeting place and parking information. Note if coffee or refreshments will be served.)

SAMPLE INVITATIONAL LETTER TO COUNTY SUPERINTENDENT

Dear _____

We would like to meet with you to discuss the possibility of exploring a partnership between the school system and community service agencies within your locality.

The overall objective of the partnership is to link schools and human service agencies in order to provide a system which will result in increased access to social services for children, youth, and families.

The system will be designed jointly by the schools and community agencies who would be interested in undertaking such a partnership. We would be interested in working with (specify elementary, middle, or high school) and would appreciate your assistance in identifying potential school sites which might be receptive to such a partnership.

The exploratory meeting does not commit you in any way.

We will be contacting you in approximately one week to set up an appointment to meet with you and discuss your ideas and suggestions for possible school sites.

Sincerely,

Name
Title/Affiliation

Name
Title/Affiliation

(This letter may be signed by two community agency representatives or initiators to the partnership.)

SAMPLE LETTER TO
DISTRICT SUPERINTENDENT

Dear _____

At the suggestion of (name county superintendent) we would like to explore the possibility of developing a school-community agency partnership with a(n) (specify elementary, middle, or high school) school(s) in your district.

The overall objective of the partnership is to link schools and human service agencies in order to provide a system which will result in increased access to social services for children, youth, and families in your area.

The system will be designed jointly by the schools and community agencies who would be interested in developing such a partnership.

The exploratory meeting does not commit you in any way.

We will be contacting your office within the next week to set up an appointment with you or assigned members from your staff to answer any questions that you may have.

With all best wishes for continued success.

Sincerely,

Name
Title/Affiliation

Name
Title/Affiliation

cc: County Superintendent

(This letter may be signed by two community agency representatives or the initiators to the partnership.)

SAMPLE INVITATIONAL LETTER TO PRINCIPAL

(Send copy of the letter sent to the district superintendent along with a cover letter to the principal.)

Dear _____

(Name district superintendent) has suggested that we contact you to explore the possibility of developing a partnership with your school.

The overall purpose of the partnership will be to link your school with several community agencies in your area in order to provide a system which will increase social services to children, youth, and families.

The system will be designed jointly by your school staff and community agencies who are interested in participating in the partnership.

The exploratory meeting does not commit you in any way.

We will be contacting you within the next week to explore your interest in developing such a partnership and to answer any questions that you or your staff may have.

With all best wishes.

Sincerely,

Name
Title/Affiliation

Name
Title/Affiliation

cc: County Superintendent
District Superintendent

(This letter may be signed by two community agency representatives or initiators to the partnership.)

INVITATIONAL LETTER TO THE ORGANIZATIONAL MEETING FOR SCHOOL STAFF AND COMMUNITY AGENCIES

Dear _____

You are cordially invited to attend a meeting on *(date)* at (*name of school, starting time/ ending—two hours maximum*).

The purpose of the meeting will be to begin the linkage between (*name of school*) and community agencies in order to provide a system which will result in increased access to social services for children, youth, and families in your locality.

Community agency representatives and school staff will have an opportunity to exchange descriptions of their roles and services.

The agenda will entail brainstorming around pupils' support service needs, the identification of community agency services which may be provided, and agreement on the overall goal(s) of the partnership.

We look forward to your participation in the partnership.

Sincerely,

Name	Name
(school principal)	(community agency representative)
Title/Affiliation	Title/Affiliation

(If appropriate, the facilitator may also sign the letter.)

cc: County Superintendent
District Superintendent

(Include directions for getting to school and parking information for community agency representatives. Note if coffee or refreshments will be served.)

APPENDIX C

SAMPLE SURVEY FOR TEACHERS

(Appropriate cover letters should accompany these surveys.)

(Name of School) and several community agencies are in the process of identifying the social service needs of children at our school.

The purpose of the school-community agency partnership is to develop a system which will increase social services to children, youth, and families in our community.

The planning committee consisting of representatives from the school staff and community agencies have identified several areas of concern that the partnership may be able to address. Please take a few minutes out of your busy schedule to rank the areas of concern that you consider to be important (1 refers to most important and 12 to least important).

Please add any additional areas that you can think of and return this form to the principal by *(date)*.

_____ Lack of parental involvement and support

_____ Single- parent family problems

_____ Student depression

_____ Child abuse and neglect

_____ Counseling for children and alcoholic parents

_____ Substance abuse

_____ Truancy

_____ Domestic violence

_____ Poverty

_____ Nutrition of pupils

_____ "Blended" families

_____ Adolescent pregnancy

_____ Suicide prevention

_____ Illiteracy

_____ School dropouts

SAMPLE SURVEY FOR PARENTS

Dear Parents:

The (*name of school district*) is currently involved in a partnership program with community agencies. There is a possibility that some social service agencies may be providing services to students and their families right at (*name of school*). This would naturally cut down on the amount of transportation problems and travel time that are often a barrier to our residents who must travel all over our community in order to receive help.

We would first like to know how many people would take advantage of this opportunity and what services they would desire. For this reason, we are asking your cooperation in answering the following questions and then *returning this questionnaire to the Child Study Team Office or the (name of school) nurse's office by (date).*

1. Which of the following social services would you *like to see offered* on a regular or periodic basis at (*name of school*)?

Family counseling	Information on AIDS or other sexually transmitted diseases
Individual counseling for my child	Child Study Team consultation re: my child
Individual counseling for myself/ spouse	Hispanic social service consultation
Alcohol counseling	Social Security information
Drug abuse counseling	Women's concerns (battered women, women's shelter, etc., other services esp. for women)
Welfare information	Services for physically handicapped persons
Family planning services (i.e. counseling; adol. prenatal care)	Early intervention programs for infants
Division of Youth & Family Services consultations	
Crisis intervention	
Suicide intervention	

2. I would/would not attend or participate in a meeting or session with agencies or services above. If not, why?
   a) Not interested
   b) Not needed
   c) Could not afford
   d) Do not have transportation
   e) Other
3. These sessions/services should be offered during day/evening/either
4. I am interested, but child care will be a problem for me: Yes No

SAMPLE STUDENT SURVEY

We need your help to get ideas for a student information fair to be held in our school this spring.

What do you think are the most important needs or concerns of teenagers in our community? There are no right and wrong answers, we just want your opinion.

Here is a suggested list. Please read it over carefully and check those you think are important to teenagers. Add any other ideas you may have on the lines at the end of the questionnarie.

_____ Information on legal rights of teenagers

_____ Understanding changes in physical appearance

_____ Coping with stress

_____ How to get medical and health services

_____ Family life information

_____ Knowing the consequences of tobacco use

_____ Knowing the consequences of drug use

_____ Understanding how families can get help with money and family problems

_____ Teenage pregnancy

_____ Knowing the consequences of alcohol use

_____ Getting along with my family

_____ Getting along in school

_____ Getting along with other teenagers

_____ Getting along with adults

_____ Junk food versus a balanced diet

_____ Earning my own money

_____ Recreation in our community

_____ How to make friends

_____ Getting along with those in authority

Other concerns or needs: _____

_____

_____

_____

_____

_____

_____

Your age _____

DO NOT SIGN YOUR NAME

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APPENDIX D

SAMPLE COMMUNITY AGENCY FORM

Agency: _____

Address: _____

_____ Zip _____

Telephone: ( ) _____

Contact Person: _____

Title: _____

Geographic Area Served: _____

Clientele Served: _____

Days and Hours: _____

_____

_____

By Appointment: _____ Yes _____ No

Fee: _____ No _____ Yes _____ Cost

Specific services, programs, and resources offered to children, youth and families:
(check all which apply)

_____ Health/Medical
_____ Counseling/Social Services
_____ Legal
_____ Provide brochures, pamphlets, etc.
_____ Financial Aid/Food, Clothing
_____ Infant/Child Care
_____ Transportation
_____ Advocacy and Information
_____ Provide Speakers
_____ Referrals
_____ Housing
_____ Services for Pregnant Adolescents
_____ Foster Care
_____ Job Placement and Counseling
_____ Bilingual Services
_____ Community Youth Programs
_____ Lead Discussion Groups
_____ Special Programs (describe below)

Write a short description of the agency (approximately 50-150 words).

Would you be interested in developing a partnership with a school
in your locality? Yes/No

APPENDIX E

SAMPLE COUNSELING REFERRAL FORM FOR TEACHERS

Name: _____

Teacher: _____

School: _____

Date of Birth: _____

Address: _____

Telephone: Home: _____ Work: _____

Statement of Problem:

What Steps Have You Taken?

Has the child ever been referred to the child study team?

Best times to meet: _____

Today's date: _____

Principal's signature: _____

SAMPLE PARENTAL AGREEMENT FORM

Date _____

Name of Child: _____

_____ I agree to let my child participate in counseling.

_____ I do not agree to let my child participate in counseling.

_____ My family/child is presently participating in counseling.

_____ I will seek counseling elsewhere.

_____

Signature

This service is contracted to the school through (*name of community agency*).

Records are strictly confidential. Completed permission forms and referral forms will be kept at the school. All other records will be maintained at (*name of community agency*).

SAMPLE OF NEGATIVE CONSENT FORM FOR PARENTS

Dear Parents:

We are pleased to inform you that our school has been selected to take part in (*name of program*), a program sponsored by (*name of counseling agency*) at the invitation of the Board of Education. This program has the following goals:

1. To develop an understanding of the importance of responsible decision making.
2. To provide information and referral service through supervised counseling.
3. To develop an understanding of the responsibilities of parenting.
4. To help in reducing the numbers of unplanned teenage pregnancies.

Your child will participate in group discussions on topics such as: decision making—Am I ready?, responsibility, the human relationships, and values clarification.

We feel confident that your son/daughter will find this program a stimulating and meaningful educational experience.

Should you prefer that your son/daughter not be included in this project, please complete the bottom portion of this letter and have him/her return it to (*name of counselor*) as soon as possible.

Sincerely,

_____

name of counselor

PARENTS: Sign here *only* if you *do not* want your son/daughter to be included in (*name of program*).

I do not want my son/daughter included in the (*name of program*).

_____	_____
Date	Parent's Signature
_____	_____
Student Name	Official Class

APPENDIX F

OBTAINING FUNDING

Money is the bottom line for a clinic program. While success typically depends on intangibles such as community support and quality care, funding is an absolute prerequisite for a program's existence. Fundraising transforms a good idea into an operational program that serves the community. The fundraising process also presents an opportunity for you and supportive public and private agencies to test and demonstrate whether a real commitment to adolescent health exists in your community.

The fundraising campaign typically consists of the following steps:

- determining whether a feasibility/start up grant is needed
- identifying potential funding sources and in-kind contributions
- writing a program proposal and budget
- presenting the program to potential funders

Getting a Planning Grant

You may not be in a position to plan both an SBC program and a major fundraising campaign without immediate funding. Since some SBCs have taken one to two years to become operational, it is not unreasonable to pursue a planning grant.

Writing a Planning Grant Proposal

If you need funds to finance your planning time, a brief proposal for local private foundations should describe how you will investigate the following components:

- building community support, especially the Community Advisory Group
- collecting local information on adolescent health
- selecting site(s)
- conducting a needs assessment
- developing a long-range fundraising campaign
- identifying in-kind contributions

The planning budget should include the items below:

- staff time
- fees for one or more consultants
- travel expenses—one or more visits to an operating SBC and/or attendance at an SBC conference
- expenses for meetings and conferences
- telephone and miscellaneous expenses
- overhead and administrative costs
- costs of materials and other publications

Identifying Funding Sources

You need to find out which funding sources are out there, who can tap them, what the rules are for using them, and how to secure them. Your funding search should embrace both private and public sources.

Private Funding Sources—Foundations

Gathering information on foundations is an important first step. You need to know which foundations share your interests so that you do not apply to a foundation that does not award grants in your area.

To identify foundations and their areas of interest, you should contact The Foundation Center's New York office [212/620-4230]. It will help you identify the library in your area which houses Foundation Center resources. The Foundation Center, funded by private foundations, assists potential applicants in identifying appropriate foundations for particular proposals. It publishes a variety of helpful materials available for purchase and at libraries.

Among these materials is *The Foundation Directory*, which provides information on the nation's largest foundations—those with assets of $1 million or more or which have annual grants of at least $1,000. The directory has a geographical index, an index divided into types of support (endowments, capital support, seed money), and a subject index. Each index indicates which of the foundations give grants on a national basis and which limit their giving to the state or city in which they are located.

"Comsearch Printouts" can also be purchased from The Foundation Center. These printouts list foundation

grants of over $5,000 in specific topic areas, such as health. The grants are grouped geographically. The main office of The Foundation Center also maintains microfiche of foundations' tax records, thus enabling you to find out who their current grantees are and thus the kinds and amounts of grants awarded. If you are not near one of these Foundation Centers, write to the individual foundation itself and request an Annual Report.

The Foundation Center also maintains a collection of books published by others which list foundation giving by states. The kind and amount of information provided varies from book to book.

Whether or not your local library contains Foundation Center materials, you should contact it nonetheless to see if it has other materials on local foundations.

Public Funding Sources

The process of identifying public funding sources should begin with investigation into those programs that have been used successfully by other SBCs and similar agencies within the community, and should go on to encompass other potential funding sources as well.

There are a number of people who can help you identify funding sources:

- Contact professionals in operational SBCs to find out the kinds of public sources they are using and how they obtained them. The Support Center/CPO or the state health department may be able to provide you with contacts if you have not already been in touch with them.
- Contact staff members of state agencies who can explain to you various funding sources. It is not always readily apparent who to talk to—it may take several phone calls before you locate someone who can describe funding mechanisms to you.
- Contact members of state level task forces or members of the governor's staff who might be working on your issues. These people may have knowledge of funding sources available for particular issues. For instance, if you plan to have day care and your state has a day care task force, that task force may direct you to day care funding.
- Contact a friendly member of the state legislature or staff members of relevant legislature committees. You may want to find out not only what funding sources would be applicable to your program, but also how the agency has reacted to SBCs in the past—has it been flexible and creative in adapting program regulations and rules for grantees? Also, find out who to speak to within the agency.

A variety of publications that list federal funding sources are available to help you locate public funding. These range from the federal government's *Directory of Federal Programs* to more issue-specific publications developed by national advocacy organizations.

Major Funding Sources

SBCs have relied on a mix of public and private funding sources in concert with in-kind contributions. Rarely have funds been available specifically for SBC use. More typically, SBCs have had to tap a variety of general funding sources.

Private Sources

Local Foundations. Local foundation support demonstrates local investment in the SBC. Consequently, their support provides funds and may help you secure additional funds from state or national sources. Obtaining funding from a small "family-run" local foundation can be especially beneficial. Such a foundation could become a local advocate and long-standing supporter.

National Foundations. Some national foundations have an interest in SBCs. In most cases, this interest has developed out of a concern for adolescent health and the teen pregnancy problem. Such foundations tend to focus on grants which support either innovative or new approaches to specific health problems within the SBC program framework.

Traditionally, foundation grants are devoted to the initial phase of a program's operation and are rarely used for on going service delivery. However, since SBCs are often trying out new components and testing new service delivery methods, you can continue to approach foundations for funding of these demonstration activities. We should also mention that foundations usually prefer to be one part of a program's funding base, rather than the sole contributor. Consequently, you should aim to diversify your funding sources, perhaps seeking funding from several foundations and devising private and public collaborations.

Primary Public Sources

Public monies are essential to the ongoing operation of an SBC. Private funders cannot be expected to provide continued support and thus it is best to secure monies from the public sector as well. The following funding sources have been used by SBCs.

Federal. The Maternal and Child Health (MCH) Block Grant (Title V) of the Public Health Services Act was established in 1981 as a consolidation of seven programs in operation since 1935 which were designed to serve children and pregnant women.

Eligibility criteria for MCH Block Grant services are set by individual states. The 1986 fiscal year appropriation for the block grant was $478 million.

In many states, the bulk of the MCH block grant funds goes to local health departments. However, in most of these states at least some block grant funds finance MCH services delivered by public or health care providers other than those connected with the state government.

The application process for MCH grants is relatively simple. Extensive documentation is not requested and proposals may be brief. Because most states do not award project grants on the basis of competitive bids, but work in collaboration with prospective grantees, an SBC should know in advance if it is likely to secure any kind of support.

An important consideration for any SBC is whether the existing local health department staff could become part of the SBC operation. After all, the SBC and Title V missions do overlap:

- Title V providers—most often public health departments—provide comprehensive preventive care services with case management and follow-up.
- Title V providers are required by law to coordinate their services with providers of other federally financed programs.
- Many Title V clinics have significant links to schools, either as consultants on the medical needs of handicapped students or, more generally, as general health service providers.

Community-based health centers developed originally as an initiative under the War on Poverty and Great Society presidential agendas. Section 330 of the Public Health Service Act established the broad framework for the community health center program which became a block grant in 1981. In 1986, it once again became its own separate program and was removed from the block grant.

Section 330 states that community-based health centers can only be established in those areas which are designated as medically underserved (criteria are established by a federal formula). The centers are required to offer comprehensive services. A special characteristic of the centers is that they are required to have boards representing "a majority of users of the center's services."

A majority of the health centers operate out of a single comprehensive physical plant; however, nearly 20% also operate a satellite clinic in an area where the greatest access to underserved people and the greatest impact can be attained. Consequently, some community health centers have established satellites in schools. For example, in Jackson, Mississippi, the Jackson-Hinds Community Health Center has extended its services into seven schools and relies significantly on Section 330 funding.

Medicaid is a primary source of health care coverage for the poor. It is designed to cover a full range of preventive, diagnostic, therapeutic and rehabilitative services. Prescribed drugs, health education, outreach services, case management, and transportation services are also covered under the Medicaid program and can be directed to SBC use.

EPSDT, one of several Medicaid programs, can also provide funding to clinic sites. EPSDT regulations vary with each state, making such funding more or less easy to obtain, depending upon the state. Some states are in the process of modifying their regulations so that SBCs can more easily use these funds.

The seeming complexity of the Medicaid program and the associated paperwork have been barriers to accessing this source of funds for SBCs. However, some states have already made Medicaid regulations easier to fulfill.

In most states, the reimbursement system requires that nonhospital providers submit bills to the state in accordance with rates of payment approved by the state. An alternative approach is based on a capitation system. The state estimates the cost of providing a total health care services package to each patient enrolled in a program and uses this estimation to determine a prospective budget for the provider. This provider must be certified by the state to receive Medicaid funds.

While devising simplified systems to address the concerns of a few SBCs may not have been advisable in the past, the rapid growth of SBCs and their capacity to serve the medically needy may encourage additional states to consider simplifying certain procedures, such

as defining student eligibility, certifying and reimbursing providers, and determining student confidentiality.

State. Two types of major funds exist at the state level: monies generated by the state through taxes and other revenue sources, and monies from federal block grants, which the state allocates in accordance with its own priorities and rules. (See Federal Funds section above.)

The use of state resources for SBCs is a relatively new development and is definitely on the rise. The mechanisms states employ to distribute these funds vary.

Many states have recently passed legislation that specifically earmarks funds for SBCs. For example, in 1985, the state of Oregon created a demonstration program to establish four to six SBCs.

Some states have not established a demonstration program or general authorization but have allocated monies for SBCs through the regular budget process. Typically, these are line items attached to the health department's appropriation and budget.

Still other states have allowed SBCs to tap state-generated funds that are available for a broad range of programs and which do not require a specified line item or authorization . . . . For additional information, contact your state department of health or the Support Center/CPO.

Local. Few SBCs have obtained funding from city- or county-generated funding sources. Because clinics are typically located in low income areas, their tax bases are frequently small and they have little political clout. Increasingly, however, cities have expressed interest in innovative strategies that address health needs. In addition, some cities are exploring city-wide strategies for addressing such problems as teen pregnancy and may be inclined to utilize their tax base for broad-based community projects.

Secondary Public Sources

School-based clinics have received limited funds from other sources:

Federal

- Title X (Family Planning & Population Research Act)
- Title XX (Adolescent Family Life Act)
- Title XX of the Social Services block grant (typically for day care)

State

- state substance abuse programs, juvenile justice programs, job training and employment projects

Other

- insurance fees
- patient fees

Often these more limited funding sources are employed when a clinic is established. We suggest that you pursue the major funding sources before becoming involved in the intricacies of building a financial base from numerous and less common sources.

Identifying In-Kind Services

In-kind contributions are a vital part of the SBC program. For virtually any cost, you should investigate the possibility of in-kind contributions. In-kind contributions often cover the entire cost of a service, staff person, etc., but they can also be used creatively in concert with other funding. For instance, you may hire a half-time nutritionist: one-quarter of his/her time might be an in-kind donation and the other quarter contracted.

There are several types of in-kind services:

- space, including maintenance and utilities for that space
- staffing, including counselors and school nurses donated by the school
- health professionals in training
- clerical assistance
- services (e.g., laboratory and diagnostic services from the health department)
- equipment and furniture
- construction and renovation
- printing facilities
- transportation (e.g., vans)
- public relations and promotional activities
- recreational activities

You should work especially closely with youth-serving agencies, local departments of health and social service organizations, and school administrators to identify their potential contributions. Their in-kind support can be crucial.

Presenting the Program to Funders

Proposal Writing Hints

Contact each foundation or other funding source and obtain guidelines for submitting a proposal. Follow these guidelines precisely. Some funding sources will simply ask you to submit your proposal, your budget and information about your organization. Others will ask you to write an introductory letter briefly outlining your proposal before submission. From this summary, they will decide whether or not you should submit a formal proposal. Always keep an eye on deadlines; set up a timeline and stick to it to ensure that you will meet your deadline.

The style of the proposal is up to you, but how you pitch the proposal determines whether or not you get the grant. Your proposal needs to be in tune with the foundation's objectives. You should start by looking at your program and describing it in as many different ways as appropriate. This is particularly important when certain funding sources are only available for specific services. Some grant seekers write a "master proposal" that elaborates on all topics of probable interest to funders; they then adjust the proposal's content and form in accordance with particular foundation requirements.

Do not, however, make the mistake of changing your activities to fit the goals of a certain funder; you should apply for funds only when appropriate. When you do decide to submit a proposal, make certain the language you use to describe your planned programs relates to the funders' objectives. For example, if a foundation is concerned about self-sufficiency, it would be useful to outline the ways in which your program components relate to this objective.

You might wish to contact The Grantsmanship Center, an organization which provides technical assistance with fundraising and proposal writing. It can be contacted at 1031 South Grand Avenue, Los Angeles, CA 90015.

Key Proposal Ingredients

We suggest you follow the general outline below when writing your proposal:

- Objective or goal: a very brief statement about what you hope to accomplish with the grant.
- Problem: a relatively short overview or description of the nature of the problem you hope to address. If adolescent health is the focus, then summarize the status of adolescent health issues.
- Need: an articulation of the need you hope to address. Describe the needs in the community and school which your SBC will serve. If you have already undertaken a needs assessment, report its findings.
- Program plan: a description of what you propose to do and a definition of how each activity relates to need. For example, if you have identified pre- and postnatal care as a need, you should describe how one particular program component will address that need. Program plans should also include a description of the clinic's:
  1. proposed services
  2. relationship to the school
  3. relationship to the parents
  4. relationship to the community
- Other funding sources: an indication of your plans for other funding. Foundations often like to be in the vanguard, but they also like company. Describing your plans to obtain funding from other sources demonstrates to the funder that it is not your sole source of funding and that you are pursuing a number of avenues for continued funding of your program.
- Organizational capacity: an explanation of why your group is qualified to undertake this program. Describe the experience and expertise you have that suggests you will be able to carry out this endeavor.
- Budget: an outline of your expected budget. For the specifics of budget development, see Chapter Nine, Preparing a Budget.

Obtaining funding is an ongoing process. Each year, you will need to pursue new funding possibilities—new foundation sources, new inkind donations, new collaborative community relationships. As you gain more confidence as a fundraiser, and as your program grows more efficient and productive, you will become more confident and creative. You might establish a fundraising committee—"Friends of the Clinic"—or involve local businesses or learn to tap funds from a wider variety of sources.

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APPENDIX G

RESOURCE DIRECTORY

A resource directory of national organizations and groups has been compiled by the Linking Schools and Community Services Program, Center for Community Education, School of Social Work, Rutgers, The State University of New Jersey, that can assist users of this handbook. For a copy of the resource directory, please contact:

Rutgers, The State University of New Jersey
Center for Community Education
School of Social Work
73 Easton Avenue
New Brunswick, New Jersey 08903
201/932-7374/7798

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Center for Community Education
School of Social Work
Rutgers, The State University of New Jersey
73 Easton Avenue
New Brunswick, New Jersey 08903
(201) 932-7798/7574